RACISM

RACISM

European Coalition of Cities against Racism

Study on measures taken by municipalities and Recommendations for further action to achieve Greater Vigilance against Racism

Commitment 1 of the Ten-Point Plan of Action

United Nations Educational, Scientific and Cultural Organization.

European Coalition of Cities against Racism

Study on measures taken by municipalities and Recommendations for further action to achieve *Greater Vigilance against Racism*

Commitment 1 of the Ten-Point Plan of Action

The

Study on measures taken by municipalities and

Recommendations for further action to achieve

Greater Vigilance against Racism

Commitment 1 of the Ten-Point Plan of Action

was commissioned by

UNESCO, Department of Social and Human Sciences, Paris,

carried out by

the European Training and Research Centre for Human Rights and Democracy, Graz

and directed by Dr. Klaus Starl.

Authors and scientific staff:

Gerlinde Kohlroser	Research of background information
Ursula Prinzl	Editing, scientific advice, legal background, interviews, Galway
Klaus Starl	Project leader, interviews, synthetic analysis, recommendations, Berlin, Stockholm
Alexandra Stocker	Coordination, research on background information, Stuttgart, Erlangen
Nicole Thurn	Research for background information, London
Maddalena Vivona	Bologna

Executive Summary

Commitment 1 of the Ten-Point Plan of Action of the European Coalition of Cities against Racism requires 'Greater Vigilance against Racism'. This point aims at setting up a monitoring, vigilance and solidarity network against racism at the municipal level. To reach this goal, the members of the coalition are called to undertake activities, elaborate strategies and establish relevant institutions to monitor the local situation concerning structures in society, attitudes within the population and racist incidents. They are called to find out causes for racist tendencies among their population and establish solidarity networks involving all stakeholders, particularly civil society organisations.

As an external expert, the European Training and Research Centre for Human Rights and Democracy in Graz, Austria, (ETC Graz) was commissioned by UNESCO to carry out a study on the measures already taken against racism at the local level that serve as good illustration of '*Commitment 1*'. Major information resource was the written material provided by the selected cities. Through direct exchange and/or interviews with responsible officers of the municipalities and some NGOs, additional or missing information could be obtained. The material is not to be considered as complete.

On the basis of the contribution sent in by the participating cities, the ETC made an assessment whether these actions/activities meet the objective of the Commitment 1. The authors used the following criteria to make this assessment: does the action undertaken contribute to a) creating and promoting vigilance directly; b) creating and promoting vigilance indirectly through awareness raising; c) creating and promoting vigilance through a monitoring measure or d) the establishment and maintenance of a solidarity network. The authors presumed that c) and d) will lead directly to greater vigilance.

The following recommendations are derived from the eight selected measures documented in Chapter II, and the analysis on their replicability in Chapter III. The 10 recommendations expicitly or implicitly refer to the replicable documented measures. Where the replicability requires specific conditions, these are stated or it is recommended to fulfil these conditions firstly, i.e. structural and institutional conditions.

The 10 recommendations are addressed to municipalities in Europe irrespective of their current membership in the European Coalition of Cities against Racism. As already mentioned the recommendations focus on meeting the requirement of *Commitment 1*, creating greater vigilance against racism.

Klaus Starl
Graz, October 2005

Table of Contents

I   Introduction

1   Goals

The ultimate goal of this research is to provide recommendations for policy makers on how to achieve greater vigilance against racism in any municipality. This can be derived from the goals of the Coalition of Cities, which are to learn from each other and apply successful policies in the fight against racism, to save resources for drafting new strategies and to avoid misleading strategies.

In pursuit of this goal the study attempts to offer selected representative examples of good practices, initiated or run by city governments. This may be specific measures, procedures, projects or campaigns as well as specific institutions, specialised bodies or authorities in various European cities.

To formulate recommendations it will be necessary to analyse the collected examples as regards their institutionalisation, their mission, focus and task, and also their scope and range. It will be necessary to categorise their applicability concerning the size of the respective cities, the composition or diversity of population and the degree of geographical concentration of cultural minorities. This will be part of the synthetic analysis.

Under the given limitations an impact evaluation will focus primarily on assessing whether the measures carried out are appropriate to have the intended effect, and secondly, whether they show an societal impact. Due to the very limited timeframe within which the study is carried out, and to the fact that statistical data concerning the impact is rarely available, the impact evaluation has its clear limits. Therefore the section "Results, Assessment and Classification" firstly describes for each eyample the evaluation measures taken by the cities or by those in charge of the projects. The authors then present their assessment of the measures and the circumstances they are facing, all with regard to finding the necessary level of abstraction to make an analysis for applicability.

Whenever the terms "race" and "racism" are used in this study they are used either as quotations of material and literature or with regard to the definitions of:

   a) the UNESCO Declaration on Race and Racial Prejudice, 1978

b) the UN Covenant on the Elimination of Racial Discrimination, 1965 and

c) the ECRI General Recommendation 7 on National Legislation against Racism and Racial Discrimination, Council of Europe, 2002.[1]

It is presumed that the considered literature shares the same understanding of these terms and interpret therefore the statements accordingly.

2   *Research Methods*

The study is conducted in five steps. These research steps are defined as selection, documentation, assessment, analysis and formulation of recommendations.

Firstly a framework for the selection of examples and cities is defined. The parameters of this framework concern the membership in the coalition of cities, representativity, demographic diversity, geographical area, legal framework, and a few other specific parameters concerning the substantial scope of the policies and measures to ensure a diverse selection showing different approaches and meeting different requirements. These parameters should ensure that the cities and measures selected as well as the selection as a whole are representative of Europe's diversity.

The next step is the documentation and observation of the collected examples. The collection is made by direct contact with the municipal authorities, by researching the cities' websites and by research on literature and previously conducted studies. The documentation is narrative and is intended to be free of any comments or interpretations of the available information. The documented measures were categorised according to their potential impact or sustainability in "campaigns" or short-term/one-time projects, "policies and strategies" and "institutions".

Projects are one-time events which are not explicitly embedded in a policy strategy. They have a duration of up to twelve months and are not expected to have a follow-up and a long-term impact. The authors define policies or strategies as plans which are considered or declared to be overall concepts to tackle racism through various measures. They need a well defined goal and a concrete plan to achieve this. However, they do not need to be implemented yet. They are considered as a way towards a less discriminating society. Strategies are seen as the basic structure of a successful policy against racism.

---

[1] The authors and the ETC Graz reject any theories on the existence of races.

The third category summarises institutions. Institutions are structures and capacities of a municipality, which are installed according to an agreed strategy. Institutions are visible implementations of the strategy and ensure (under certain circumstances) the effectiveness of a strategy against racism, and are an expression of its sustainability. They have the best chance of a long-term impact on society.

A catalogue of crucial questions is defined. This catalogue has different functions. Firstly, it serves to make the data accessible for comparison. Secondly, it gives the starting point for the synthetic analysis. Thirdly, it should be the basis for the assessment and classification.

In step four the measures and initiatives taken by the municipalities are analysed. The questions raised are:

1. **Content and policy-related questions:**

   - Does a properly formulated and publicly accessible strategy or policy against racism at the local level exist in the respective city?
   - What are the goals of the anti-racism policy?
   - Who is it aimed at? Is it targeted at multipliers in society, potential victims, the public in general? Is the policy comprehensive in terms of scope and range? Are there foreseen feedback mechanisms?

2. **Institutionalisation:**

   - Who is responsible for monitoring and documentation? Is a special body or an authority institutionalised? Do these institutions have the right to report the observations to the city parliaments and do they have the right to petition?
   - Who is coordinating solidarity networks?
   - Who is funding the measures or institutions and are the resources and the budget adequate to fulfil the tasks?

3. **Implementation:**

   - What are the methods for monitoring and documentation?
   - Are all areas of public and private spheres subject to monitoring or is there specific focus (police work, behaviour of authorities, etc.)?
   - How are the results disseminated?
   - Are there monitoring and evaluation procedures to measure the impact on both the measures themselves and society?

The impact assessment intends to include interviews with authority officials and representatives of NGOs, and also available statistical data and reports. To prove the applicability the study will focus on the specific conditions under which the measures are taken and are focused on.

The suggested recommendations will be a derivation of the synthetic analysis. Suggestions will be made considering institutions, responsibilities, feedback mechanisms, funding and impact evaluation. It is intended to follow approved concepts of the Council of Europe policy recommendations (ECRI).

The study focuses on governmental institutions and measures. The in-depth dimension is clearly limited by time and resource restrictions of the project in hand. The availability of data is especially a limitation which can not be influenced by the authors.

**Coalition of Cities against Racism
Research structure**
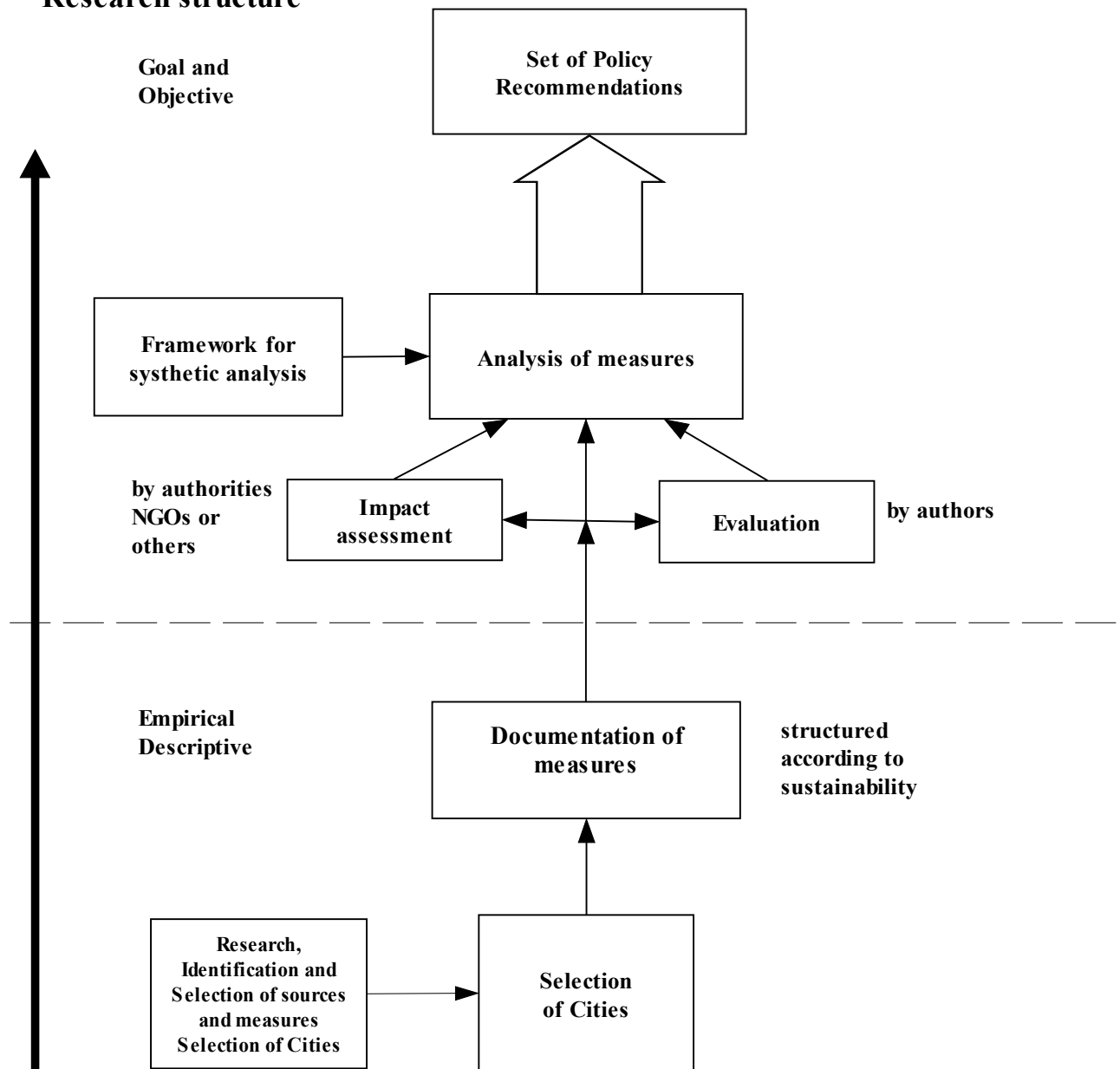
```
                                    ┌─────────────────────┐
Goal and                            │   Set of Policy     │
Objective                           │   Recommendations   │
                                    └─────────────────────┘
                                             ▲
                                             │
   ┌──────────────────┐          ┌─────────────────────┐
   │  Framework for   │───────▶  │                     │
   │ systhetic analysis│         │ Analysis of measures│
   └──────────────────┘          └─────────────────────┘
                                    ▲     ▲      ▲

by authorities    ┌──────────────┐           ┌──────────────┐
NGOs or           │   Impact     │◀────────▶ │  Evaluation  │   by authors
others            │  assessment  │           │              │
                  └──────────────┘           └──────────────┘

─ ─ ─ ─ ─ ─ ─ ─ ─ ─ ─ ─ ─ ─ ─ ─ ─ ─ ─ ─ ─ ─ ─ ─ ─ ─ ─ ─ ─ ─ ─

Empirical                   ┌─────────────────────┐     structured
Descriptive                 │  Documentation of   │     according to
                            │     measures        │     sustainability
                            └─────────────────────┘
                                     ▲

   ┌──────────────────┐     ┌─────────────────────┐
   │    Research,     │     │                     │
   │ Identification and│───▶ │    Selection        │
   │ Selection of sources│   │     of Cities       │
   │  and measures    │     │                     │
   │ Selection of Cities│   └─────────────────────┘
   └──────────────────┘
```

3   *Selection of Data and Selection of Cities*

The European Coalition of Cities against Racism was founded in December 2004.
The study was conducted between March and October 2005. The collection and
documentation of examples was completed by August 2005. As the conference in Nuremberg
in September 2005 showed, certain cities have introduced very dynamic processes to
implement the Ten-Point Action Plan. It was, however, not possible for this study to consider
all these developments and new or changed strategies. A follow up will be urgently needed to
evaluate the impact of the Ten-Point Action Plan and the related actions of the coalition's
steering committee.

Therefore the study essentially concentrates on what had been done or initiated before joining the coalition. It reflects the initial condition of European cities' fight against racism regarding the coalition.

As described under Point 2 the collection of data is realised firstly by direct contact with city officials to request the provision of material and data. Based on the pre-selection of cities additional research was carried out on measures and activities taken by NGOs initiated or funded by the municipalities. Research on good practices of any European cities in and outside the coalition was carried out, in order to get a comprehensive overview and broader comparison.

In order to ensure the representativeness of the selection a framework was defined. The parameters for the selection are population, geographical area, composition and size of the cities' population, historical and social background as regards immigration, economic situation, political structure and the legal context (concerning the legislative powers a city has). The membership in the "Coalition" and the applicability of EC law are considered important parameters as well as the state of ratification of regional or international human rights documents by the respective national government. These parameters will also be used in the synthetic analysis to make the measures comparable.

Examples of metropolises (more than 2 million inhabitants), big cities (1 to 2 million), medium size cities and smaller cities (up to 150.000) were examined. Therefore each city may be representative for cities showing similar attributes, what is to prove in depth, and the selection as a whole may be a representative sample. A second approach was used to select measures implemented in certain cities. Both research results were combined to the current selection.

The selection of cities proved to be difficult. A catalogue of parameters for the selection was defined and material from all members or associates of the coalition was requested. The feedback was rather scarce. Stockholm, London and the Berlin representatives were very cooperative.

After researching concrete measures taken by cities the catalogue of measures was defined and the selection was made by combining the pre-selection of cities with the selection of measures. The study documents measures in the following cities (in alphabetical order):

11

Berlin (Germany), Bologna (Italy), Erlangen (Germany), Galway (Ireland), London (UK), Stockholm (Sweden) and Stuttgart (Germany). London is a definitive member of the coalition, all the others except Stuttgart expressed their intention to join the coalition. Even though the selection appears not to be representative in terms of geography and nationality, the described measures are considered to meet the requirements of this study. The lack of provision of material, the availability of only national language documents, the sometimes unclear responsibilities, and the absence of information on the internet all made it difficult to have a wide-ranging selection from East to West and from North to South.

However, the selection gives examples of cities with a wide range of inhabitants (Erlangen – London) and with an opposing system of legislative and administrative competences (Stockholm, London – Erlangen, Bologna). The examples vary in their use of instruments and means to achieve the goal of greater vigilance and in their intended impact perspectives.

4 Structure of the Study

After the introduction follows Chapter II with the documentation of the measures taken by the selected cities with respect to Commitment 1 of the Ten-Point Plan of Action edited by UNESCO. The Chapter is divided into the sections "Single Actions and Campaigns", "Policy Strategies" and "Institutions". This structure provides the first categorisation as an parameter for the assessment and analysis. Within these sections the selected measures are described. Again, there are three subsections "Description", "Background Information" and "Results, Assessment and Classification". The section "Description" contains documentation referring to the material in hand without any interpretations by the authors. The "Background" information provides general information and the particular conditions in the cities as an input for the synthetic analysis. This includes information about the cities' history, the legal status and system in which it is embedded, the socio-economic situation and the specific circumstances leading to the described measures. The section "Results, Assessment and Classification" mentions firstly, the available evaluation carried out by the responsible authorities, NGOs or others, and secondly, an evaluation and first assessment made by the authors of the study. This is seen as a preparation for the synthetic analysis. The fourth section contains the summaries of the conducted interviews with city officials.

Chapter III can be seen as the core part of the research dealing with the analysis of the measures. In the first section the analytical framework is presented by discussing the

parameters for the assessment of the 'replicability' of the actions taken (or planned). In the second section the measures will be analysed regarding their applicability in any other city.

The outcome is further processed in Chapter IV which elaborates on the Policy Recommendations with respect to "Commitment 1" and by stating the limits of this proposal.

Chapter V contains the underlying legal framework, considered literature and material used for the documentation.

II   Collection and Documentation of Examples

According to the sustainability of undertaken measures the documented examples are structured as

1. Projects, single actions or campaigns
2. Strategic policy concepts and
3. Institutions including capacity building.

1   Single Actions and Campaigns

1.1   Rise Festival and Black History Month, London

London is the capital of the United Kingdom situated in the South-East of England with a population of 7.421.209 inhabitants, of which almost 29% are of "black" and minority "ethnic" groups.

1.1.1   Description

1.1.1.1 Rise Festival

"Rise", formerly the "Respect Festival", is London's annual top free music and dance festival, celebrating the capital's diversity and promoting anti-racism in a day-long event. The preceding "Rise Week" contains exhibitions, a photography competition, theatre, film presentations and special events and culminates in the Rise Festival on the last day of the week. During the week the "Rise Poetry Slam" takes place. It is considered to be an anti-racist and pro-multicultural initiative that is open to 12-18 year olds and it encourages young Londoners to use slam to address the issue of racism. Entry for the competition is open to schools, youth groups and individuals.

The festival was established in 1996 by the Trades Union Congress (TUC) as the "Respect Festival". After a period of inactivity in 1999 and the election of Ken Livingstone as mayor it was reborn in 2001 as an anti-racist festival. Rise is organised by the Mayor of London in

association with the National Assembly Against Racism (NAAR) and the South East Region of the TUC (SERTUC).[2]

The main aims of the festival are to celebrate and promote cultural diversity by bringing together different groups in public spaces and to "*make a stand against racism*". The festival aims to raise awareness towards anti-racist issues in the community.

Beyond this, the new name "Rise" for 2005 was considered to be an appropriate name to respond to the need to "rise" for the combat racism, xenophobia and prejudice. After the London bombings in July 2005, the festival was renamed in "London United" to defend London's multi-cultural unity.

The festival week is open to the general public and satisfies a broad range of cultural interests. Through exhibitions, people learn about various issues such as "Black History", "Black Arts" and immigration history.[3]

1.1.1.2 Black History Month

The "Black History Month" is a London-based and nation-wide annual cultural programme which promotes awareness of Black History and Black Culture in Britain. It includes various events, e.g. exhibitions, concerts of black artists and musicians, as well as symposia about black literature and black history. The origins of the Black History Month go back to African Caribbean celebrations in America that have existed since 1926. In Britain, it has now grown so much that it includes over 1400 events.[4]

The idea of the Black History Month in Britain goes back to the initiator Mr. Akyaaba Addai-Sebo, who worked at the Greater London Council (GLC), which was the local government administrative body from 1965 until 1986 in London. As a man of African origin, he criticized the lack of a debate about Black History and decided to start a project to deal with the problem. After working out a strategy paper he got financial support from the GLC and held lectures given by Afro-American historians and cultural events in 1986.

After the abolition of the GLC, the newly-formed "London Strategic Policy Unit", the "Inner London Education Authority" and a number of politicians institutionalised the "Black History Month" in October 1987 as an all-party-affair.

---

[2] For detailed background information on the Rise Festival see: **Rise Festival:** http://www.risefestival.org / **National Assembly against Racism (NAAR):** http://www.naar.org.uk/events/rise.asp / **South East Region of the TUC (SERTUC):** http://www.tuc.org.uk/equality/tuc-10081-f0.cfm (27 October 2005)

[3] See: **Rise Festival:** http://www.london.gov.uk/rise/week/exhibitions.jsp (21 October 2005)

[4] See: **Black-History Month:** http://www.black-history-month.co.uk/home.html (21 October 2005)

Today, as the BLM is adopted by boroughs all over the UK, various official bodies and the national government stand behind it. Many co-operating institutions such as NGO's, museums, galleries and schools are involved in its realization.

The Greater London Authority (GLA), local authorities, and the Home Office have also established a "Black Minority and Ethnic Communities Network" which organises seminars every year for staff.[5]

Before 1986, Black History was not a public topic. After its introduction, an "African Jubilee Year Declaration" was launched that recognised the contributions of Africans to the cultural, economic and political life of London and the UK. In addition to this, it called upon the boroughs to recognise this fact and take their duties, as stipulated by the Race Relations Act 1976, very seriously[6]. They had to intensify their work against apartheid, continue the process of naming monuments, parks and buildings after illustrious African leaders, and to make black children more aware of their roots.

The main goals are to promote knowledge about the presence of "black history" in the public as well as to provide information on positive black contributions to the British society. An important goal is to increase the confidence and awareness of young people of African origin in their cultural heritage. Target groups of the events are all interested Britons, especially young people with or without African background. All events are open to the public.

1.1.2 Background Information

In order to grasp the "Rise Festival" and the "Black History Month", the historical, social and legal background of Great Britain, and specifically London, has to be considered.

1.1.2.1 Historical and Social Background

History of Immigration

London has a long history of immigration. The roots of the City of London reach back to 43 AD when the Romans invaded Britain and began to build up infrastructure which led to the establishment of a flourishing trade market and the growth of the city known as "Londinium". During the following centuries the city was characterized by a steady increase in prosperity which led to recurrent immigration of people from all over Europe. The 18th century was

---

[5] See: **Black-History Month:** http://www.black-history-month.co.uk/home.html (21 October 2005)
[6] **Race Relations Act 1976.** 1976. Available online at: http://www.homeoffice.gov.uk/docs/racerel1.html (27 October 2005)

characterised by further economical, cultural and spatial growth. During the 19th century London became the capital of Great Britain. Through industrialisation many Irish people, Germans, Italians and Eastern European Jews came to Great Britain to find work.[7]

During the First World War, many British Caribbean people were recruited in the British West Indies regiment. Others found employment in munitions and chemical factories. After the war many "black" people lost their jobs. This lead to racial riots in 1919 and caused discriminatory legal and social practices for "black" people in the employment market.

The Second World War also brought a large number of Caribbean to Great Britain. Due to labour shortages after the war the government recruited even more. Nevertheless Caribbean workers faced open "racial" discrimination throughout the 1950s and 60s.

In the 60s, anti-discrimination legislation accompanying the restrictive immigration legislation opened previously restricted working areas, such as motor car manufacturing, to immigrants. Local authorities began to employ "black" workers in white collar occupations, e.g. as social workers.

During the 70s racial harassment declined further due to the anti-discrimination legislation, which in turn led to a wider recruitment of migrants. In the 1980s the children of migrant workers were strongly affected by unemployment[8]. Even today, inequality is rife in the job market, with white people taking the better jobs.

Population

According to the 2001 Census, 4.6 million people from ethnic minorities live in the UK, which makes up 7,9 % of the total population. Half of the total ethnic minority population were Asians of Indian, Pakistani, Bangladeshi or other Asian origin. A quarter of ethnic minorities described themselves as Black, which includes Black Caribbean, Black African or Other Black.[9]

In 2001/02, unemployment rates for people of non-White ethnic groups were higher than those of White people. The Bangladeshis have the highest unemployment rate with 20%. Unemployment rates for non-White men are two or three times higher than for White (5%), Indian men being the only exception (7%). The picture concerning women is similar to that of men, although the levels of unemployment are generally lower. Bangladeshi women have the highest unemployment rate of all (24%), six times greater than that for White British or White

---

[7] See **Moving Here:** http:// www.movinghere.org.uk/galleries/histories/intro/intro2.htm (21 October 2005)
[8] See **Moving Here:** http://www.movinghere.org.uk (21 October 2005)
[9] **RAXEN National Focal Point United Kingdom (ed).** United Kingdom: Analytical Report on Legislation. European Monitoring Centre on Racism and Xenophobia (EUMC), Vienna. 2004. at p. 11.

Irish women (4% each). The rate for Indian women is slightly higher than for White women at 7%. For all ethnic groups unemployment is highest among young people aged under 25.[10]

In 2001, nearly 45% of UK's total population of foreign origin lived in London. There are now more than two million people from black and minority ethnic groups in London, nearly 29% of the total population. The census in 2001 introduced mixed classifications for the first time. Altogether, more than 226.000 people in London identified themselves as one of these mixed categories, of whom the largest group, nearly a third, were white and black Caribbean. 46% of England's black and minority ethnic population live in London.

1.4 million black and minority ethnic Londoners are of working age. It is estimated that almost 80% of the increase in the working age population during the next decade will consist of people from black and minority groups. The following table shows the proportion of the population of Greater London by ethnic group (by self-categorization during the population census 2001).

Population of Greater London, by ethnic group, and percentage born in the UK, 2001:

	Total Greater London residents	Percentage of total	Percentage born in UK
	Number	%	%
Asian or Asian British			
Indian	436.993	6.1	41.5
Pakistani	142.749	2.0	49.0
Bangladeshi	153.890	2.2	45.7
Other Asian	133.056	1.9	27.5
Black or black British			
Black Caribbean	343.561	4.8	58.8
Black African	378.931	5.3	35.6
Other black	60.350	0.8	80.8
Chinese or other ethnic group			
Chinese	80.203	1.1	29.0
Other ethnic group	113.033	1.6	17.2
Mixed			
White and black Caribbean	70.929	1.0	90.2
White and black African	34.181	0.5	58.1
White and Asian	59.945	0.8	66.9
Other mixed	61.057	0.9	59.2
White			
British	4.287.861	59.8	95.9
Irish	220.488	3.1	31.2
Other white	594.854	8.3	17.4
All ethnic groups	**7.172.081**	**100.0**	**72.9**

Source: 2001 Census[11]

---

[10] **Office for National Statistics:** http://www.statistics.gov.uk (21 October 2005)
[11] Source: Census 2001 in: **Mayor of London (ed).** Black People Pushing back the Boundaries II. Key Facts on Public Services and Black and Minority Ethnic People in London. Greater London Authority, London. 2003. at p. 5. Available online at: http://www.london.gov.uk/mayor/bppbb/docs/booklet_two.pdf (21 October 2005)

The table includes the percentages of people in each ethnic group who were born in the UK. The group of "white and black Caribbean" among the "mixed group" is the largest with 90,2% likely to be born in the UK. Apart from the mixed groups, the percentage is highest for people classifying themselves as "other black" with 80,8%, followed by White and Asian with 66,9%.[12]

Although London is a city with enormous economic growth, there is an increasing gap between rich and poor. Due to the population's "ethnic" diversity, poverty is characterized through an "ethnic" dimension.

28% of London's working age population are from „black" or „ethnic origin" whereas 45% of unemployed are from this group. The unemployment rate in London in 2000/01 was 24% amongst Bangladeshis, 19% for Black Africans, nearly 16 per cent for Black Caribbean and 14% for Pakistanis. The rate for Indians was under 6%, whereas the White rate was just over 5%.[13]

1.1.2.2 International, Regional and National Legal Background [14]

Great Britain has fully implemented the EU-Antidiscrimination-Directives. The Government transposed the EU Directives by introducing regulations to amend existing anti-discrimination legislation.

The Employment Equality (Religion or Belief) Regulations 2003 are part of the transposition of the Council Directive on equal treatment in employment and occupation into national law. The 2003 Regulations make it unlawful to discriminate on grounds of religion or belief in

---

[12] **Mayor of London (ed).** Black People Pushing back the Boundaries II. Key Facts on Public Services and Black and Minority Ethnic People in London. at p. 5.

[13] **Mayor of London (ed).** London Divided. Income Inequality and Poverty in the Capital. Greater London Authority, London. 2002. at p. xii. Available online at:
http://www.london.gov.uk/mayor/economy/docs/london_divided_all.pdf (21 October 2005)

[14] Detailed background information concerning legal, administrative or other measures in relevance to racism and discrimination can be found in the reports on the United Kingdom of the European Commission against Racism and Intolerance (ECRI) and the European Monitoring Centre on Racism and Xenophobia (EUMC), as well as in the UK's reports to the Committee for the Elimination of Racial Discrimination (CERD).
Among others see: **European Commission against Racism and Intolerance (ECRI) (ed).** Third Report on the United Kingdom. ECRI, Strasbourg. June 2005. / **European Commission against Racism and Intolerance (ECRI) (ed).** Second Report on the United Kingdom. ECRI, Strasbourg. 2001. / **RAXEN National Focal Point United Kingdom (ed).** United Kingdom: Analytical Report on Legislation. European Monitoring Centre on Racism and Xenophobia (EUMC), Vienna. 2004. / **Committee on the Elimination of Racial Discrimination (CERD) (ed).** United Kingdom of Great Britain and Northern Ireland. Reports Submitted by State Parties under Article 9 of the Convention (CERD/C/430/Add.3). 2003. Available online at:
http://www.unhchr.ch/tbs/doc.nsf/898586b1dc7b4043c1256a450044f331/0637f0871eae9c77c1256d5500573ded
/$FILE/G0340687.pdf (20 September 2005) / **Committee on the Elimination of Racial Discrimination (CERD) (ed).** Concluding Observations of the Committee of the Elimination on Racial Discrimination: United

employment and vocational training. They prohibit direct discrimination, indirect discrimination, victimization and harassment.

The table below gives a brief overview about relevant anti-discrimination mechanisms in Great Britain on the international and regional level:

	Year of Joining/Signature/Ratification
European Union	1973
Council of Europe	1949 (one of the ten founding members)
United Nations	1945
Convention for the Protection of Human Rights and Fundamental Freedoms (ECHR)	ratified 1951
International Convention on the Elimination of All Forms of Racial Discrimination (ICERD)	ratified 1969
International Covenant on Economic, Social and Cultural Rights (CESCR)	ratified 1976
Convention Against Discrimination in Education	signed 1962
International Convention on the Protection of the Rights of all Migrant Workers and Members of their Family	not signed
European Social Charter (Revised)	Signed 1997
European Convention on the Legal Status of Migrant Workers	not signed
European Convention on Nationality	not signed
European Convention for the Participation of Foreigners in Public Life at Local Level	signed 1992
Framework Convention for the Protection of National Minorities	ratified 1998
ILO Convention No. 111 concerning Discrimination in Respect of Employment and Occupation	ratified 1999

Immigration Laws: Great Britain has a history of significant immigration especially from former colonial territories and sees itself nowadays as a "multi-ethnic" or "multi-cultural" society.[15]

Before the Second World War, immigration legislation had mainly been restrictive in Great Britain. By the end of the Second World War, Britain was motivated by the need for labour. Recruitment of "European Volunteer Workers" from refugee camps in Europe was undertaken. In the 1960s Britain saw the rise of racial conflict which led the government to introduce the Commonwealth Immigrants Act 1962 restricting immigration. Immigration Acts followed in the 1960s and 70s that led to a harsher restriction of immigration.

An increase in claims for asylum in Britain, and an increasing public hysteria in relation to asylum seekers was characteristic during the 1990s. Although Britain is a signatory to the 1951 Refugee Convention, asylum was only mentioned as an afterthought in the Immigration Rules. The Asylum and Immigration Appeals Act 1993 incorporated the 1951 Refugee

---

Kingdom of Great Britain and Northern Ireland (CERD/C/63/CO/11). 2003. Available online at: http://www.unhchr.ch/tbs/doc.nsf/(Symbol)/CERD.C.63.CO.11.En?Opendocument (20 September 2005)
[15] **RAXEN National Focal Point United Kingdom (ed).** United Kingdom: Analytical Report on Legislation. at p. 11.

Convention into the immigration rules and allowed asylum seekers to appeal decisions. This Act was extended in 1996. When elected in 1997, the Labour Government changed the legislation into the Immigration and Asylum Act 1999. In 2002 the Nationality, Immigration and Asylum Act, which intends to simplify the system for those coming to work through authorized channels, followed. The disadvantage was that the Immigration and Asylum Act 2002 enforced harsh conditions on asylum seekers and their children.[16]

Human Rights Laws: In 1998, the UK ratified the European Convention of Human Rights in their national legislation through the Human Rights Act which makes it unlawful for public authorities to violate convention rights.[17]

Anti-Racism Laws: In Great Britain, since 1976 discrimination and racial harassments against "racial groups" are illegal through the Race Relations Act. The new Race Relations (Amendment) Act 2000 strengthened the Race Relations Act 1976.[18] It required specified public authorities to work towards the elimination of unlawful discrimination and to promote equality of opportunity and good relations between persons of different racial groups. The general requirement is supported by specific duties, which are enforceable by the Commission for Racial Equality.

1.1.3   Results, Assessment and Classification

In 2004, over 100.000 people joined the "Rise Festival", which is considered to be a great success for the initiators. An evaluation or assessment concerning the impact of the project, as regards raising awareness, has not been found.

In general, the Festival and Festival week are considered to be good examples of networking between the municipality, artists and representatives of civic society. In addition to this, international bands supporting the festival are considered as role models for young people. Although the positive impact on people with "racist" attitudes would not be significant, the festival can be regarded as an successful important public statement. Through such events the city officially commits itself to promote equality and to tackle racism and discrimination. The

---

[16] **Legal500.com:** http://www.legal500.com/devs/uk/im/ukim_005.htm (21 October 2005)
[17] **Department for Constitutional Affairs (ed).** Human Rights Act 1998. Frequently Asked Questions. Available online at: http://www.dca.gov.uk/hract/hrafaqs.htm (21 October 2005)
[18] See: **Race Relations (Amendment) Act 2000.** 2000. Available online at: http://www.scottish.parliament.uk/business/research/pdf_res_notes/rn01-82.pdf and **Race Relations Act 1976.** 1976. Available online at: http://www.homeoffice.gov.uk/docs/racerel1.html (20 September 2005)

organisation of such festivals does not depend on the specific nature of cities. It lies in the political willingness and the financial support available to conduct an anti-racist festival week.

The Black History Month is an interesting example because it was enlarged from a local event to a nation-wide annual month of celebration. Not only does it affect Britons with African background, it also shows what is possible with years of continuous networking. For the black communities, and mainly for the black youth, it still plays an essential role in remembering African culture heritage and reaffirming "black" identity.

One can not underestimate the contribution that it has made to the fight against racism. As it promotes a positive picture of black people it can be assumed that it has an awareness-raising impact on Britain's society. The event is characterized by a network between schools, non-governmental organisations and museums.

However, as it is related to the historical background of black people in Great Britain, it could not be replicated as successfully in other cities. In cities that also show a long history of "Black immigration" or are connected to a history of imperialism, the event can be recommended. In other cities, it could be adapted for other "ethnic" groups or immigrants, for example, as a cultural month for Turkish people.

1.2   Actions in the Context of the International Week Against Racism, Erlangen

Erlangen is the smallest city of the federal state Bavaria situated in South Germany, with a population of approximately 102.000. More than 130 different nations are represented in the city, making the foreign population 14,8%.

1.2.1   Description

An information package has been developed according to the "International Week against Racism" from 15th to 21st of March 2004. This project was initiated by the city's AusländerIinnenbeirat (Foreigners' Council).[19]

---

[19] "International Week against Racism": On the 21st of March 1966 the General Assembly of the United Nations officially declared the "International Day for the Elimination of All Forms of Racial Discrimination" to remind of the "massacre of Sharpeville" in South-Africa, where anti-apartheid demonstrators have been murdered. So around the 21st of March, the annual "International Action Week Against Racism" takes place, where people engage themselves for equal rights and tolerance. See: **Interkultureller Rat:** http://www.interkultureller-rat.de/Aktionen/21_Maerz/Aktionen_21_Maerz_Dokumentation.shtml#1 (28 October 2005)

The package included texts and a media list, group plays, a computer quiz, as well as further information on racism and has been made available to interested institutions. It has been requested by 15 schools, kindergartens and other youth organisations. Further actions have been developed from this. Some kindergartens had a project week with stories, narrations and painting activities relative to the topic. Another school ran a project called "children of the world", with the emphasis on Africa and a charity drive for a child from Burundi.[20]

A detailed description is not possible due to the lack of an official report on the project.

1.2.2 Background Information

In order to grasp the actions conducted in Erlangen, the historical, social and legal background of Germany, specifically Erlangen, must be considered.

1.2.2.1 Historical and Social Background

History

In 1002 Erlangen was officially mentioned for the first time as "villa erlangon" and became a city in 1398. In 1686, nearly seven centuries after it was first mentioned, when the first French Huguenot refugees arrived and modern industry settled, the "new town" was built. In 1810, after the French occupation, the city finally became part of the Kingdom of Bavaria.

In 1974 Erlangen exceeded 100.000 inhabitants and today, with approximately 102.000 inhabitants, it is the smallest city of the federal state Bavaria situated in southern Germany. The city is known for its university (Friedrich-Alexander-University), founded in 1742, the location of Siemens AG, a large Institute of the Fraunhofer Society and other global players and is considered as one of the most seminal economic locations in Germany.[21]

Since the 1996 election, the city has been governed by the CSU (Christian Social Union) and FDP /FWG (German Freedom Party/"Freie Wählergemeinschaft").[22]

---

[20] **City of Erlangen:** City Hall Report of 12.03.2004 under:
http://www.erlangen.de/news.asp?Folder_id=1595&MainFolder_id=1581&News_id=58014 (13 June 2005)
[21] **City of Erlangen:** http://www.erlangen.de (under: Tourismus/Stadtporträt/Geschichte) (29 August 2005)
[22] **City of Erlangen:** http://www.erlangen.de (under: Stadtverwaltung/Politik/Stadtrat und Gremien) (29 August 2005)

Population

Approximately 15.210 people from over 130 different nations live in Erlangen, making up 14,8% of the total population (31/12/2004).[23] Turkish nationals form the largest group of the foreign population, followed by nationals of the former Yugoslavia, Italians and Austrians.[24] The unemployment rate was 5,9% in August 2005.

1.2.2.2 International, Regional and National Legal Background

See 2.3.2.2.

1.2.3   Results, Assessment and Classification

As no report about the project is available, there is also a lack of an impact assessment by the city itself. Upon request for further material and reports, the city's public relations department and the mayor regret that further information is not available. Thus it can only be referred to an article in the city hall report from 13 December 2004, which states that further actions in the context of the "International Week against Racism" are planned by the Foreigners Council in 2005 due to the positive feedback.[25]

The basic idea composing a general information package concerning racism seems to be a good way of drawing the public's attention to the issue of racism.

As a small city with approximately 102.000 inhabitants, Erlangen exhibits a very heterogeneous population structure with more than 130 different nations living in the city and a foreigner proportion of 14,8%. Due to this variety the interpersonal relationship between the foreign and the German population must be promoted to ensure a peaceful living together in a multicultural city.

It seems a good approach to promote greater vigilance against racism by providing informative material on racism.

The interest of several institutions and their further actions can be considered as successes for the project. Sustainability, however, has in this case not been confirmed.

---

[23] **City of Erlangen:** http://www.erlangen.de (under: Leben in Erlangen/Statistik/Menschen in Erlangen) (24 September 2005)
[24] **City of Erlangen:** http://www.erlangen.de (under: Leben in Erlangen/Gesellschaft und Soziales/Ausländische Mitbürger) (29 August 2005)
[25] **City Hall Report.** 2004. Available online at:
http://www.erlangen.de/news.asp?Folder_id=1595&MainFolder_id=1581&News_id=58014 (13 June 2005)

1.3 Monitoraggio degli Incidenti di Razzismo, Bologna

Bologna is the capital of the region Emilia Romagna, which lies on the southern edge of the Po river. The population is approximately 375.670, 5,1% of which are resident foreigners.[26]

1.3.1 Description

The original idea of the project was to set up a permanent multi-agency monitor of incidents of racism and discrimination in the city of Bologna. Through the project a service of collecting reports of acts of racism or discrimination against citizens of an ethnic minority was established. The cases were reviewed and only those which seemed to have the best chances of success received legal counselling.

Coordinator of the project was the Office for Migration Matters of the Municipality of Bologna (Comune di Bologna – Istituzione dei Servizi per l'Immigrazione). Alongside the coordinator 14 partner organisations took part in the project. The organisations consisted of associations of citizens belonging to ethnic minorities, as well as non-governmental organisations active in the fight against racism and discrimination. The project was financed by the European Commission Directorate General V (Employment and Social Affaires) and co-sponsored by the municipality of Bologna for the years 1996 and 1997. When the European Commission sponsoring came to an end, the project ran for a further year using only the contribution of the city of Bologna.

The overall aim of the project was to set up a permanent multi-agency observatory of incidents of racism and discrimination in the city. The collection of allegations of racism and discrimination was intended to aid the identification of the meaning of "racism" in different contexts. Mapping the incidents of racism and discrimination has also helped to identify areas and contexts at risk and to plan effective strategies to counter racism and discrimination.

The project established a service of collecting reports of acts of racism or discrimination against citizens of an ethnic minority. A free hotline was made available and, on certain days and during certain hours, volunteers recorded allegations of racism and discrimination in offices set up by some of the non governmental organisations. The volunteers, who received a small amount of money for their involvement in the project, were trained on how to identify

---

[26] **Osservatorio delle Immigrazioni della Provincia di Bologna (ed)**. Immigrati in Provincia di Bologna: i Numeri e le Tendenze (2004) – Parte Prima: le Presenze. Centro Stampa della Provincia di Bologna, Bologna. Novembre 2004. at p. 2.

cases of racism or discrimination and how to fill the questionnaires. Moreover, the project offered legal assistance for those cases which were likely to have a positive outcome.

1.3.2 Background Information

In order to grasp the "Monitoraggio degli Incidenti di Razzismo" the historical, social and legal background of Italy, specifically Bologna, has to be considered.

1.3.2.1 Historical and Social Background

History

Italy, as well as the city of Bologna, recently has had to deal with a stronger migration phenomenon. As regards the history and background information on Bologna, two characteristics of the city can be highlighted which show it is a, generally speaking, "open-minded" city.

The first is the fact that Bologna has a strong university tradition: in the XI century Irnerio funded the university. Students from all over Europe moved into the city to learn the Corpus Iuris Iustinaneus, which accumulated the old Roman law knowledge.[27] The city still has a strong student population and a very active cultural life.

The second characteristic of Bologna, and more generally of the region Emilia Romagna, is its long tradition as a "red" governed city. With the only exception of Giorgio Guazzaloca (who served from 1999 to 2004), since the end of the second world war Bologna has been governed by left wing parties. This tradition is important since it reflects a more accentuated attitude toward weaker parts of the population.

Population

Bologna has about 21.500 resident migrants. In the ten years when data was collected by the Observatory of Migration Matters of the province of Bologna, a constant increase of the migrant population was observed (from 1,6% in 1993 to 5,7% in 2003). In particular from 2002 to 2003 the number of resident migrants in the city of Bologna increased by 20,3%. This

---

[27] **Bellomo, Manlio.** L'Europa del Diritto Comune. Il Cigno Galieleo Galilei Edizioni di arte e Scienza, Roma. 1994. at pp. 125-129.

is mainly due to the law 189/2002 which provided, among others, the regularisation of illegal migrants.[28]

Following the annual report of the Observatory of Migration Matters, the Philippines, Morocco, China, Albania and Bangladesh were shown to be the countries of origin of most of the migrant population of the city.[29] The increasing number of female migrants is also interesting, as it now constitutes 51,3% of the migrant population. Many of them came to Italy to reunite with their family, but there is also a strong presence of migrant women, in particular from the former Soviet Union.[30]

1.3.2.2 International, Regional and National Legal Background [31]

The table below gives a brief overview about relevant anti-discrimination mechanisms in Italy on the international and regional level:

	Year of Joining/Signature/Ratification
European Union	1957
Council of Europe	1949 (one of the ten founding members)
United Nations	1955
Convention for the Protection of Human Rights and Fundamental Freedoms (ECHR)	ratified 1955
International Convention on the Elimination of All Forms of Racial Discrimination (ICERD)	ratified 1976
International Covenant on Economic, Social and Cultural Rights (CESCR)	ratified 1978
Convention against Discrimination in Education	ratified 1966
International Convention on the Protection of the Rights of all Migrant Workers and Members of their Family	not signed
European Social Charter	ratified 1965
European Convention on the Legal Status of Migrant Workers	ratified 1995
European Convention on Nationality	signed, but not yet ratified 1997
European Convention for the Participation of Foreigners in Public Life at Local Level	ratified 1994 (the application of the Convention does not cover Chapter C, which attributes eligibility and voting rights to foreign residents)
Framework Convention for the Protection of National Minorities	ratified 1997
ILO Convention No. 111 concerning Discrimination in Respect of Employment	ratified 1963

---

[28] **Osservatorio delle Immigrazioni della Provincia di Bologna (ed).** Immigrati in Provincia di Bologna: i Numeri e le Tendenze (2004) – Parte Prima: le Presenze. at p. 3.

[29] **Osservatorio delle Immigrazioni della Provincia di Bologna (ed).** Immigrati in Provincia di Bologna: i Numeri e le Tendenze (2004) – Parte Prima: le Presenze. at p. 4.

[30] **Osservatorio delle Immigrazioni della Provincia di Bologna (ed).** Immigrati in Provincia di Bologna: i Numeri e le Tendenze (2004) – Parte Prima: le Presenze. at pp. 6-7.

[31] Detailed background information concerning legal, administrative or other measures in relevance to racism and discrimination can be found in the reports on Italy of the European Commission against Racism and Intolerance (ECRI): **European Commission against Racism and Intolerance (ECRI) (ed).** Second Report on Italy. ECRI, Strasbourg. 2001. Further, an analytical report on the legislation was published by the RAXEN National Focal Point Italy by Fulvio Vassallo Paleologo: **RAXEN National Focal Point Italy (ed).** Italy: Analytical Report on Legislation. European Monitoring Centre on Racism and Xenophobia (EUMC), Vienna. 2004.

and Occupation	

National and Regional Legal Background

The principle of non discrimination in the Italian Constitution: Art. 3 of the Italian Constitution states that "all citizens have equal social status and are equal before the law without distinction as to sex, race, language, religion, political opinions, and personal or social conditions". This article, which apparently refers just to Italian citizens, must however be read in conjunction with Art. 2 of the Constitution, which guarantees the inviolable rights of the individual, and with Art. 10 of the Constitution, which affirms that the Italian legal system shall conform with the generally recognized principle of international law and that the legal status of foreigners shall be regulated by law in conformity with international rules and treaties. Art. 3 applies not only to Italian citizens, but also to non-citizens, as stated also in numerous rulings of the Constitutional Court.

Law 205/1993: Urgent measures as regards racial, ethnic and religious discrimination: Criminal Law 205/1993, which amended Law 654/1975 that implemented the Convention on the Elimination of All Forms of Racial Discrimination, prohibits the dissemination of ideas based on superiority or racial and ethnic discrimination, as well as the incitement to commit or the commission of discriminatory or violent acts or the provocation on racial, ethnic, national or religious grounds.
It also punishes the establishment of, the participation in or assistance to organisations, associations, movements or groups aiming to incite racial discrimination or hatred, as well as the display or manifestation of emblems or symbols of organisations which may incite discrimination or violence, especially when it takes place in public places or sport events. The law also introduces a general aggravating circumstance for all offences committed with a view to discriminate on racial, ethnic, national or religious grounds, or in order to help organisations with such purposes. In this cases the offence can be prosecuted ex officio.

Law 40/1998: Discipline regulating Immigration and Rules on the Status for Foreigners: Art. 41 of law 40/1998 covers direct and indirect discrimination on the basis of race, colour, national or ethnic origin or descent and religious conviction or practices. It prohibits direct discrimination in the field of access to employment, housing, education, training and social services and direct discrimination by public officials or persons providing public services, or by whoever offers goods and services accessible to the public. It also prohibits direct and indirect discrimination by employers.

Art. 42 establishes that on the demand of the plaintiff, the judge can order the cessation of the discriminatory behaviour and the removal of all effects of discrimination. The judge can also demand payment for material and moral damage.

Law 40/1998 foresees also the establishment of regional observatories tasked with monitoring and information functions as well as legal assistance to victims of discrimination. However, in the ECRI report of 2001, it is noted that no such observatories have been established.

Legislative Decree 215/2003 and 216/2003: Legislative decree 215/2003 transposes the EU directive 2000/43/EC - Implementing the principle of equal treatment between persons irrespective of racial or ethnic origin, while legislative decree 216/2003 transposes the EU directive 2000/78/EC - Implementing the principle of equal treatment in employment and working conditions. Both decrees confirm the civil character of the protection measures against acts of discrimination on grounds of racial or ethnic origin.

Commission for the Integration of Immigrants (Commissione per le Politiche d'Integrazione degli Immigrati): The Commission for Immigrants' Integration was established under Art. 44 of law 40/1998. The Commission is an advisory body to the government dealing with policies concerning the integration of immigrants, inter-cultural policies and the fight against racism.

1.3.3   Results, Assessment and Classification[32]

The project was a very interesting and innovative experiment in Italy. It aims to monitor racial and discriminatory motivated activities, and could surely be replicated in other cities, both in and outside of Italy.

However, attention should be drawn to the following critical points:
- If the original idea of the project was to set up a permanent observatory of incidents of racism and discrimination, which continued to run after the EU sponsored project period ceased, the lack of the main donor funding was proved to be irreplaceable. This problem is typical of many EU funded projects, which are not able to survive long after the cessation of EU funding.

---

[32] The author would like to thank Marina Pirazzi from the Cooperazione per lo Sviluppo dei Paesi Emergenti. (Cospe) – Bologna, which was coordinating the project for the municipality of Bologna and shared with me important information on this. See also: **Pirazzi, Marina and Pozzoli, Laura.** Osservatori sulla Discriminazione sulla base della "Razza", dell'Origine Etnica e della Religione. September 2001. at pp. 16-18. Available online at: http://www.immigra.org/documenti/pirazzi_osservatori.pdf (15 September 2005)

- A further problem faced by the participant organisation was the fact that even in those cases when legal action was undertaken, the cases were dropped by the judge.

Moreover, when the first report on incidents of racism and discrimination came to light showing that 40% of the reported cases were attributed to police officers, the project came to a public confrontation with the police inspector (Italian: Questore).

2   Policy Strategies

2.2   Towards a City of Equals – Galway City Anti-Racism Strategy

Galway City is a city on the west coast of Ireland with a population of approximately 66.000. About 9% of the population classify their nationality as non-Irish.[33]

2.2.1   Description of the Anti-Racism Strategy

Vision

Galway City – An Intercultural City Free of Racism – Let's do it!

Mission

To eliminate racism from Galway City

Aim

To welcome diversity, eliminate racism, and promote interculturalism

2.2.1.1 Reasons for the Development of a Anti-Racism Strategy

The development of an anti-racism strategy for Galway City has to be regarded in connection with a number of developments on the international and regional, national and local levels:

International and Regional Reasons for the Galway Anti-Racism Strategy

In 2001 the government of Ireland agreed to the Programme of Action of the World Conference against Racism which took place in Durban, South Africa. Through the Declaration and Programme of Action of the World Conference the international community recognised the multidimensional nature of racism and the range for a united and committed response at the international, regional and national levels. Among the key commitments of the Plan of Action were to *"...establish and implement without delay national policies and action plans to combat racism, racial discrimination, xenophobia and related intolerance, including their gender-based manifestations. ..."*[34]

Also, in 2004, the International Coalition of Cities against Racism initiative was launched by the UNESCO. In order to take into consideration the specificities of the different areas of the

---

[33] **Galway City Partnership (ed).** Towards a City of Equals. Galway City Anti-Racism Strategy 2005 – 2008. 2005. at p. 8. Available online at: http://www.gcp.ie/wordFilesEmails/Toward_a_City_of_Equals.pdf (19 September 2005)

[34] **Declaration and Action Plan of the World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance.** 2001. at p. 32. Available online at: http://www.un.org/WCAR/durban.pdf (19 September 2005)

world a European Regional Coalition of Cities against Racism has been set up. Cities that become members of the Coalition – which Galway City is planning to do - are asked to adopt the Ten-Point Plan of Action "*in order to fight in a concrete manner against racism and discrimination at the municipal level*".[35]

National Reasons for the Galway Anti-Racism Strategy

Ireland published its National Action Plan: Planning for Diversity - The National Plan against Racism (NPAR) in January 2005. The National Action Plan provides the framework for anti-racism in Ireland and fulfils Ireland's commitment from the World Conference against Racism. It's overall aim is "*... to provide strategic direction to combat racism and to develop a more inclusive, intercultural society in Ireland based on a commitment to inclusion by design, not as an add-on or afterthought and based on policies that promote interaction, equality of opportunity, understanding and respect.*"[36]

One of the expected outcomes in the NPAR are Anti-Racism and Diversity Plans (ARD) at city and council level: "*The potential impact of the NPAR at city/council level will be in large part dependent on the development of a clear local action plan and an effective implementation strategy. ...Anti Racism and Diversity Plans (ARD) will be coordinated through broad based steering groups supported/coordinated by city and county development boards/social inclusion. The role of the broadly based steering group will be to advise on the development and implementation of the Plan. ARD plans will be resourced through a partnership of national and local funding sources.*"[37]

In this context the Incitement to Hatred Act, 1989, the Employment Equality Act, 1998, the Equal Status Act, 2000, and the Equality Act, 2004, which prohibit discrimination on grounds, such as race, religion, gender, and membership of the Travelling Community, have to be mentioned.[38] Furthermore, the 2001 launched national anti-racism awareness programme KNOW RACISM has to be emphasised. This three year programme encompassed

---

[35] **United Nations Educational, Scientific and Cultural Organization (UNESCO) (ed).** The International Coalition of Cities against Racism. 2004. at p. 5. Available online at: http://portal.unesco.org/shs/en/file_download.php/69e6c74f3ccf95cdbb885d8c4a9a79f0unesco-angl-525x150.pdf (19 September 2005)

[36] **Department of Justice, Equality and Law Reform (ed).** Planning for Diversity. The National Action Plan against Racism. 2005 – 2008. 2005. at p. 27. Available online at: http://www.justice.ie/80256E010039C5AF/vWeb/flJUSQ696JJX-en/$FIle/NPARen.pdf (19 September 2005)

[37] **Department of Justice, Equality and Law Reform (ed).** Planning for Diversity. The National Action Plan against Racism. 2005 – 2008. at p. 80+81.

[38] **Galway City Partnership (ed).** Towards a City of Equals. Galway City Anti-Racism Strategy 2005 – 2008. at p. 9. The four Acts are available online at: http://www.irishstatutebook.ie and/or http://www.equality.ie (19 September 2005)

public awareness campaigns, the development of anti-racism resource packs, and provided funding for local anti-racism initiatives.[39]

Local Reasons for the Galway Anti-Racism Strategy

As the report Towards a City of Equals notes there is hardly any information available concerning racism in Galway City. This is due to the fact that research on this issue is usually confined to the national level. Research studies on racism in Ireland - as a whole - show that racism and racist acts are on the rise. Especially black and ethnic minority groups are confronted with racism.

The following different forms of racism - specifically - in Ireland have been identified:[40]

- Racism experienced by Travellers on the basis of their distinct and nomadic identity.[41]

- Racism experienced by recent migrants, which includes labour migrants, refugees, asylum-seekers and overseas students studying in Ireland.

- Racism experienced by "people of colour" and minority ethnic groups, including black people, on the basis of their skin colour and ethnic and/or national identity, irrespective of their legal status.

- Racism experienced by Jews and Muslims in the form of Anti-Semitism and Islamophobia.

Racist incident logs kept by organisations working with ethnic minority groups, local newspaper files and racist incidents recorded by the National Consultative Committee on Racism and Interculturalism (NCCRI) show "*...that racism and incidents motivated by racism seem to be on the increase in Galway City...*".[42]

Members of ethnic minorities report that racism and discrimination in Galway City is expressed among others in connection with: accommodation and the accessing of services; hate mail and racist graffiti; Islamophobia; being followed around and getting dirty looks; difficulty to gain employment; name-calling in schools and in the public; etc.[43]

---

[39] **KNOW RACISM. The National Anti-Racism Awareness Programme:** http://www.knowracism.ie (19 September 2005)

[40] **Department of Justice, Equality and Law Reform (ed).** Planning for Diversity. The National Action Plan against Racism. at pp. 56-60.

[41] The Equal Status Act, 2000 defines the Traveller community as "*the community of people commonly so called who are identified (both by themselves and others) as people with a shared history, culture and traditions including, historically, a nomadic way of life on the island of Ireland*". See: **Equal Status Act, 2000.** 2000. at p. 36. Available online at: http://www.irishstatutebook.ie/ZZA8Y2000.html (19 September 2005)

[42] **Galway City Partnership (ed).** Towards a City of Equals. Galway City Anti-Racism Strategy 2005 – 2008. at p. 22. Or: **National Consultative Committee on Racism and Interculturalism (NCCRI):** http://www.nccri.com (19 September 2005)

[43] **Galway City Partnership (ed).** Towards a City of Equals. Galway City Anti-Racism Strategy 2005 – 2008. at pp. 22-25. See also: **NCCRI:** http://www.nccri.com (19 September 2005)

2.2.1.2 Development of the Anti-Racism Strategy

In Galway City local organizations, such as the Galway City Partnership, Galway Traveller Support Group, Galway Refugee Support Group, Galway One World Centre, Galway Peoples' Resource Centre, have been actively challenging racism for many years.

As there has been a consistent growth in racism and the number of racist incidents in recent years, these organisations decided that it was time to address and challenge the matter. They initiated the development of an anti-racism strategy for Galway City.

With funding from the National Anti-Racism Awareness Programme KNOW RACISM, the anti-discrimination umbrella group Action for Equality – Galway, the Galway City Partnership and the Galway City Development Board developed during the period of January 2003 to July 2004 an anti-racism strategy for Galway City: Towards a City of Equals – Galway City Anti-Racism Strategy. Thus being the first Irish city with a local anti-racism strategy.[44]

To ensure the participation and consultation of all the stakeholders a Project Advisory Group was set up, consisting of broad representation from local development organisations, ethnic minority communities and their representative organisations. A smaller Working Group, responsible for the overall implementation of the research, consultations, draft strategy documents etc., was also set up.[45]

---

[44] The development of the Anti-Racism Strategy was based on the following principles:
- The need to combat racism – to ensure that racism is challenged and ultimately eliminated.
- Racism and human rights – that racism is understood as an abuse of the human rights of the person experiencing racism.
- Protection – to ensure that racism is recognised as a crime both in Irish and international law, and to endure that those experiencing racism are afforded the full protection of law.
- Interculturalism – to ensure that Galway City becomes an intercultural society by promoting equality, respect, and understanding between all communities.
- Community Development – to ensure that the principles of the community development are central in any approach to combat racism.

Galway City Partnership (ed). Towards a City of Equals. Galway City Anti-Racism Strategy 2005 – 2008. at p. 3.

[45] **Galway City Partnership (ed).** Towards a City of Equals. Galway City Anti-Racism Strategy 2005 – 2008. at p. 6.

2.2.1.3 Galway City Anti-Racism Strategy

In order to make the vision of Galway City as an intercultural city free of racism a reality, the Galway City Anti-Racism Strategy has adopted the five strategic objectives of the Irish National Plan against Racism (NPAR).[46]

The Anti Racism Strategy defines these five objectives and sets strategic actions, partners and the goals for the respective objectives.

These five themes are:[47]

Theme 1: PROTECTION – Enhancing protection against racism

Theme 2: INCLUSION – Ensuring economic inclusion and equality

Theme 3: PROVISION – Accommodating cultural diversity in service provisions

Theme 4: RECOGNITION – Recognition and awareness of cultural diversity and racism

Theme 5: PARTICIPATION – Enhancing the participation of cultural and ethnic minorities in the Irish society

In relevance to Commitment 1 of the European Coalition of Cities against Racism the following (yet to be set up) Strategic Actions of the Galway City Anti-Racism Strategy need to be highlighted:

STRATEGIC ACTION	PARTNERS	GOAL
Racism Log (1.1.3) Develop effective monitoring and analysis of data on racist incidents	**Galway Peoples' Resource Centre** Galway Traveller Support Group Galway Refugee Support Group Galway One World Centre An Garda Síochàna Ethnic Liaison Office Refugee Information Service	To establish a monitoring mechanism locally To increase the reporting of racist incidents and crimes To compile data on the number of racist incidents in Galway City
Monitoring Mechanism against Racism (1.2.1) To establish a monitoring and rapid response system to identify racist acts, other than those against the person, and bring them to attention of the relevant authorities	**Galway City Partnership** Galway City Council Irish Centre for Human Rights Garda Ethnic Liaison Officer	To have a recording, rapid response and monitoring system in a place to combat incidents of racism and incitement to racism in such forms as graffiti, publications, hate speeches, etc.

---

[46] **Department of Justice, Equality and Law Reform (ed).** Planning for Diversity. The National Action Plan against Racism. at pp. 45, 72-150.

[47] **Galway City Partnership (ed).** Towards a City of Equals. Galway City Anti-Racism Strategy 2005 – 2008. at pp. 29-38.

Anti-Racism Visibility Initiative (2.1.3) a) Design and implement equality and diversity training that includes a focus on racism and interculturalism b) Develop an Intercultural Toolkit as an anti-racism resource for local organisations c) Develop an Anti-Racism / Intercultural Mark to be displayed publicly by organisations that implement anti-racism and intercultural measures in their organisations	**Galway City Partnership** Galway One World Centre Galway Traveller Support Group Galway Refugee Support Group Galway Peoples' Resource Centre Galway Chamber of Commerce and Industry Trade Unions Irish Business & Employers Confederation Galway City Development Board FÁS	To design and promote the implementation of anti-racism training To produce the Intercultural Toolkit To develop an Anti-Racism Mark for local organisations To increase the number of organisations promoting interculturalism locally
Intercultural Education Initiative (3.1.1) Work with all local education providers to implement Anti-Racism guidelines	**Galway City Partnership** Strategic Learning Network Local education providers Galway Traveller Support Group Galway Refugee Support Group Galway One World Centre Local Minority Support Organisations Galway Teachers Centre Department of Education and Science, regional office FÁS Youth groups City of Galway VEC	To support the introduction of a clear anti-racist and intercultural ethos in all local educational institutions and youth groups To introduce and disseminate an anti-racism/intercultural code of practice in every school in Galway
UNESCO Associated Schools Initiative (3.1.2) To promote the participation of local primary and secondary schools in the UNESCO Associated Schools Network	**Galway Education Centre** Galway City Partnership Galway One World Centre Local Schools Strategic Learning Network Department of Education and Science, regional office City of Galway VEC	To facilitate local school children to gain an increased understanding and appreciation of cultural differences To facilitate local schools to establish the best practice in developing anti-racism and intercultural projects
Youth Work Initiative (3.1.3) Develop a programme of anti-racism and intercultural projects with local youth groups.	**City of Galway VEC** Galway Youth Federation Foróige Strategic Learning Network Refugee Volunteer Project SPARK Galway Traveller Support Group Galway Refugee Support Group Galway One World Centre Heath Executive Authority, WR	To ensure that young people are actively engaged in innovative intercultural learning activities To increase interaction between local youth and educators from different cultural backgrounds To increase participation of ethnic minority youth
Intercultural Resource Centre (3.3.1) Establish an Intercultural Resource Centre in Galway City	**Galway City Partnership** Galway City Council Intercultural Community Forum Libraries Community Development Projects Local Minority Support Organisations	To acquire a physical space To establish an Intercultural Resource Centre To achieve better co-ordination and networking amongst local minority groups To improve the capacity to promote anti-racism and interculturalism through the activities of the resource centre

Intercultural Public Awareness Campaign (4.1.1) Implement an annual intercultural public awareness campaign to focus on diversity and anti-racism	**Galway City Partnership** Amnesty International Galway One World Centre Educational Institutions Local Minority Support Organisations Galway City Community Forum RAPID Area Implementation Team	To increase awareness and appreciation of cultural diversity amongst the general public To achieve the widespread promotion of interculturalism
Media Initiative (4.1.2) To work with the media to combat racism, promote interaction and to raise awareness of cultural diversity, including: Training with local journalists to promote fair and accurate representation of ethic minorities Develop an anti-racist code of practice with the media as outlined in Planning for Diversity	**NUI, Galway School of Journalism** Local print and broadcast media Broadcasting Commission of Ireland National Union of Journalists Galway Mayo Institute of Technology Galway City Partnership Galway One World Centre Local Minority Support Organisations	To produce a glossary of terminology with journalists To improve representation of ethnic minorities and immigrants in local media To develop a Galway Media Code of Practice To increase visibility of ethnic minority groups and issues on the local media
Political Leadership (5.1.1) Agree on an anti-racism protocol with all local candidates / elected representatives Work with all elected representative to develop an anti-racist protocol/charter for the conduct of business in the Galway City Council	**Galway City Partnership** Political parties Local elected representatives Election candidates Amnesty International Local Minority Support Organisations	To encourage local elected representatives and election candidates to show leadership in the area of anti-racism and interculturalism To develop and support implementation of the protocol

Source: Galway City Anti-City Racism Strategy[48]

Implementation Structures

The Galway City Anti-Racism Strategy will be implemented by the Galway City Partnership. It will be managed by a Steering Committee within the Community Development section, named the Anti-Racism Steering Committee.

The Anti-Racism Steering Committee includes representatives of the Galway City Partnership Community Development Subcommittee, representatives of the organisations participating in the implementation of the strategy, an official representative of the Social Inclusion Group. At least 50% of the members in the Anti-Racism Steering Committee will be representatives of ethnic minority groups, nominated by the Intercultural Community Forum. The Steering Committee will be answerable to the Board of Galway City Partnership (Action 5.1.2). When the implementation phase of the strategy begins, a separate implementation plan will be drawn up for each year.

---

[48] **Galway City Partnership (ed).** Towards a City of Equals. Galway City Anti-Racism Strategy 2005 – 2008. at pp. 29-38.

The Towards a City of Equals – Galway City Anti-Racism Strategy was launched on the 21st of March 2005 – the International Day against Racism.

2.2.2 *Background Information*

In order to grasp the Towards a City of Equals – Galway Anti-Racism Strategy the historical, social and legal background of Ireland, in particular Galway City, has to be considered.

2.2.2.1 Historical and Social Background

History

Irish history has been marked by successive movements of people from continental Europe, including the Celts, English, Normans and Vikings. Galway City was founded by Anglo-Norman settlers in the 12th century and became a city in 1484. The city is often referred to as the "Capital of the West".

In addition to its status as a centre of language, art and culture, Galway is home to nearly 13.000 students during the academic year, many of which attend the National University of Ireland, the Galway Mayo Institute of Technology or one of the many language schools in the area.

Population

The EUMC's 2004 Analytical Report on Legislation in Ireland estimates that there are about 160 different nationalities (5,5% of the overall population) living in Ireland.[49] In the past, the Irish society has been made up of the white settled community, the Traveller community, a small Jewish community, black Irish people, a Chinese community and a South American community. In recent years this existing diversity in the Irish population has grown through returning Irish immigrants as well as asylum seekers, refugees and migrant workers.

Religious diversity in Ireland is also on the rise: The 2002 census lists 23 religions, the five largest being: Roman Catholic, Church of Ireland (Protestant), Christians (unspecified), Presbyterian (Protestant) and Muslim (Islamic). The number of Muslims has changed most significantly – an increase of 394% since the 1991 census.[50]

---

[49] **National Focal Point of the European Monitoring Centre on Racism and Xenophobia (EUMC) (ed).** Ireland: Analytical Report on Legislation. 2004. EUMC, Vienna. at p. 10.
[50] **National Focal Point of the European Monitoring Centre on Racism and Xenophobia (EUMC) (ed).** Ireland: Analytical Report on Legislation. at pp. 11+46.

The same applies for Galway City. In the 2002 census approximately 5.972 of the 66.000 people living in Galway City classed their nationality as non-Irish; about 9% belonging to 38 different nationalities.[51]

2.2.2.2 *International, Regional and National Legal Background*[52]

The table below gives a brief overview about relevant anti-discrimination mechanisms in Ireland on the international and regional level:

	Year of Joining/Signature/Ratification
Council of Europe	1949 (one of the ten founding members)
Convention for the Protection of Human Rights and Fundamental Freedoms (ECHR)	*ratified 1953*
United Nations	1955
European Union	1973
International Covenant on Economic, Social and Cultural Rights (CESCR)	ratified 1990
Framework Convention for the Protection of National Minorities	ratified 1999 (here the Traveller community is recognised by Ireland as an indigenous community)
ILO Convention No. 111 concerning Discrimination in Respect of Employment and Occupation	ratified 1999
International Convention on the Elimination of All Forms of Racial Discrimination	ratified 2000 + allowed individual communications to be accepted by CERD
European Social Charter (revised)	ratified 2000
Convention against Discrimination in Education / European Convention on the Legal Status of Migrant Workers / European Convention on Nationality / European Convention for the Participation of Foreigners in Public Life at Local Level / International Convention on the Protection of the Rights of all Migrant Workers and Members of their Family	not signed

On the national level the following anti-discrimination (anti-racism) mechanisms, encompassing legislation against discrimination (racism) as well as specialised bodies, have to be highlighted:[53]

---

[51] It is estimated that these 9% are made up of approximately 887 asylum seekers and refugees with 622 children, 1058 members of the Travelling community, a number of black Irish people and other minority communities of the population).
Galway City Partnership (ed). Towards a City of Equals. Galway City Anti-Racism Strategy 2005 – 2008. at p. 8.

[52] Detailed background information concerning legal, administrative or other measures regarding racism and discrimination can be found in the reports on Ireland by the European Commission against Racism and Intolerance (ECRI) and the European Monitoring Centre on Racism and Xenophobia (EUMC), as well as Ireland's first report to the Committee for the Elimination of Racial Discrimination (CERD).
Among others see: **European Commission against Racism and Intolerance (ECRI) (ed).** Second Report on Ireland. ECRI, Strasbourg. 2002. / **RAXEN National Focal Point Ireland (ed).** Ireland: Analytical Report on Legislation. European Monitoring Centre on Racism and Xenophobia (EUMC), Vienna. 2004. / **Government of Ireland (ed).** First National Report by Ireland as Required under Article 9 of the Convention on the Legislative, Judicial, Administrative or other Measures Adopted to Give Effect to the Provisions of the Convention. Stationary Office, Dublin. 2004.

[53] It must be noted that the following anti-discrimination (anti-racism) mechanisms are limited to those that are regarded as important within the Galway City Anti-Racism Strategy.

<u>Prohibition of Incitement to Hatred Act, 1989:</u> The use of words, behaviour or the publication or distribution of material which is threatening, abusive or insulting and are intended, or are likely, to stir up hatred are prohibited under the Prohibition of Incitement to Hatred Act, 1989.[54]

<u>Employment Equality Act, 1998:</u> The Employment Equality Act 1998 prohibits discrimination in relation to employment on nine distinct grounds – gender, material status, family status, sexual orientation, religion, age, disability, race and membership of the Traveller community. The Act covers employees in the public and private sectors as well as applicants for employment and training.

The scope of the Act is comprehensive and deals with discrimination in work related areas, from vocational training to access to employment and employment conditions generally, including training, work experience and advancement within employment.[55]

<u>Equal Status Act, 2000:</u> The Equal Status Act prohibits discrimination (with some exceptions) in the distribution of goods to the public, the provision of services or of accommodation to the public, in certain distribution of property, education, and advertising, on the same grounds as those included in the Employment Equality Act. The Act contains a number of exceptions, among others the ability of primary and post-primary educational establishments, which promote certain religious values, to maintain the ethos of the school.[56]

<u>Equality Act, 2004:</u> The Equality Act 2004 amends the Employment Equality Act 1998 and the Equal Status Act 2000. The definitions of "employee" and "contract of employment" are extended in order to apply the Act to self-employed persons. The Act also applies now to Partners and Partnerships. Furthermore, the 1998 definition of discrimination is amended: "*discrimination shall be taken to occur where a person is treated less favourably than another person is, has been or would be treated in the comparable situation on any of the grounds specified in subsection (2)...*"[57]

---

[54] **Prohibition of Incitement to Hatred Act, 1989.** 1989. Available online at: http://www.irishstatutebook.ie/ZZA19Y1989.html (19 September 2005)
[55] **Employment Equality Act, 1998.** 1998. Available online at: http://www.irishstatutebook.ie/ZZA21Y1998.html (19 September 2005)
[56] **Equal Status Act, 2000.** 2000. Available online at: http://www.irishstatutebook.ie/ZZA8Y2000.html (19 September 2005)
[57] **Equality Act, 2004.** 2004. at p. 8. Available online at: http://www.equality.ie/index.asp?docID=206 (19 September 2005)

Equality Authority: The Equality Authority was set up in 1999 and is an independent body. Its mandate, given in the Employment Equality Act 1998 and the Equal Status Act 2000, is to combat discrimination and to promote equality of opportunity. Its tasks include:

- to work towards the elimination of discrimination and prohibited conduct under equality legislation;
- to promote equality of opportunity in relation to the matters to which equality legislation applies;
- to provide free confidential information and advisory service to employers, service providers, individuals, trade unions and the legal profession;
- to provide information to the public on the working of equality legislation, to keep this legislation under review and to make proposals for necessary change in the legislation;
- to provide information to the public on the Parental Leave Act, 1998, the Maternity Protection Act, 1994 and the Adoptive Leave Act, 1995.[58]

Office of the Director of Equality Investigations (ODEI) – The Equality Tribunal: The Equality Tribunal is an independent, quasi-judicial body. Under the Irish equality legislation it is primarily responsible for making decisions regarding complaints of discrimination in employment or in the provision of goods, services and facilities, referred to in the Employment Equality Act 1998 and the Equal Status Act 2000.
The office consists of the Director of Equality Investigations and twelve Equality Officers. The decisions of the Tribunal are legally binding and redress may include compensation; equal pay; arrears of equal pay; equal treatment or an order for a specified person or persons to take a specified course of action.[59]

Irish Commission on Human Rights: In May 2000 the Human Rights Commission Act was signed, which established an independent Human Rights Commission (the Commission was established in 2001). The Commission has been set up as an independent body, and its mandate includes: examining governmental legislative proposals, promoting awareness of human rights, making recommendation to the government and acting as a "friend to the court". It is within its power to commission surveys on discrimination. Its task is to ensure

---

[58] **Equality Authority:** http://www.equality.ie (19 September 2005)
[59] **Office of the Director of Equality Investigations (ODEI) – The Equality Tribunal:** http://www.equalitytribunal.ie (19 September 2005)

that human rights in Ireland are fully implemented in law, policy and practice. The Commission has set up a sub-committee on racism.[60]

Garda Racial and Intercultural Office: As the national police service (An Garda Síochána) is "*committed to the protection of human rights and the dignity of all persons*", a Garda Racial and Intercultural Office has been set up. The office is responsible for coordinating, monitoring and advising on "*all aspects of policing in the area of ethnic and cultural diversity*". In 2002, 145 Garda Ethnic Liaison Officers were appointed. Their tasks are to link with community leaders of ethnic minority groups, to act as contact persons for people from ethnic communities and to raise awareness of diversity issues.[61]

National Consultative Committee on Racism and Discrimination (NCCRI): The National Consultative Committee on Racism and Discrimination (NCCRI) was established in 1998 as independent expert body. Its tasks are to:[62]

- act as an expert body to develop an integrated and strategic approach to racism, and its prevention, and to foster interculturalism within Ireland;
- inform on policy development and seek to build consensus through dialogue in relation to the issues of racism and interculturalism, thereby promoting the understanding and celebration of cultural diversity in Ireland;
- to establish links with other organisations or individuals involved in issues of racism and interculturalism arising from developments at the European Union and international levels.

2.2.3   *Results, Assessment and Classification*

The Galway City Anti-Racism Strategy 2005 – 2005 is, as it's name already reveals, a strategy which has just been recently developed (during the last two years) and whose implementation phase started in May 2005. Thus it is yet too early for a comprehensive impact assessment.

---

[60] **Irish Commission on Human Rights:** http://www.ihrc.ie (19 September 2005)
[61] **Garda Racial and Intercultural Office:** http://www.garda.ie/angarda/racial.html (19 September 2005)
[62] **National Consultative Committee on Racism and Interculturalism (NCCRI):** http://www.nccri.com (19 September 2005)

The Galway City Anti-Racism Strategy foresees that the implementation of the overall strategy and its strategic actions "*will be monitored on an ongoing basis*". An evaluation strategy will be designed as "*part of the implementation phase*".[63]
More detailed information concerning the monitoring and evaluation of the strategy is currently not online available. This applies for the side of the implementation team as well as for NGO and newspaper feedback.

At present, positively highlighted has to be the "top-down" approach of the Anti-Racism Strategy. The elaboration and implementation of the strategy clearly shows that it is possible and, actually, how it is possible to fulfil the commitments of a state, which were given at the international level, at the national and local levels. Ireland committed itself at the World Conference against Racism to "*...establish and implement without delay national policies and action plans to combat racism, racial discrimination, xenophobia and relate intolerance, including their gender-based manifestations ...*". This commitment has been fulfilled on the national level by the National Action Plan and at the local level by the Galway City Anti-Racism Strategy – being the first local anti-racism strategy in Ireland.

Also the broad participation, cooperation and coordination of non-governmental organisations (generally) and representatives of the local minority ethnic groups (in specific) as well as the local trade unions, semi state agencies, the executive (Garda), employers etc. during the development and the implementation phase of the Strategy should be noted. This clearly shows that a "successful" anti-racism strategy has to be developed with and implemented by the "people" themselves. Furthermore, the many different strategic actions, which approach the issue of anti-racism from diverse directions and angels and which at the same time intend to encompass the whole population of Galway City, need to be highlighted.

Concluding it has to be stated the Galway City Anti-Racism Strategy is a very impressive and interesting example for "Greater Vigilance against Racism".

---

[63] **Galway City Partnership (ed).** Towards a City of Equals. Galway City Anti-Racism Strategy 2005 – 2008. at p. 28.

2.3 Pact for Integration, Stuttgart

Stuttgart is the capital of the federal state Baden Württemberg. Situated in south-west Germany, it has a population of approximately 590.000. People from more than 170 different nations live in the city, with a foreign population of 22,6% (2003).

2.3.1 Description

In 2001, Stuttgart developed the "Pact for Integration", a concept for the integration and participation of immigrants. The strategy concept consists of 28 pages which define main goals, basic conditions and control instruments for the integration work. In particular the fields of action and the steps for implementation, which are necessary for the achievement of objectives, are highlighted. The pact can be described as solidarity network of engaged citizens and institutions in the range of politics, administration and public authorities, economy and civil society. As basis of the municipal integration policies the Pact for Integration should enable a peaceful living together of all the different groups of population living in Stuttgart. An intercultural society is provided through integration measures, promoting participation and equal opportunities for all human beings.[64]

The strategy paper "A Pact for Integration" has been achieved through discussions and cooperation of all important bodies of the integration work in Stuttgart. It was determined by the Municipal Council in autumn 2001 and consequently arranged as a political task. [65] The projects embedded into the concept are funded through different levels. Subsidies are acquired on state-, federation- and EU-level. Furthermore, the capital city Stuttgart, contributes to the implementation. Public relations activities are carried out to attract more participants. [66]

In the year 2004 Stuttgart had 590.371 inhabitants, of whom more than 130.000 were foreign nationals (foreign population of 22,1%).[67] People from more than 170 nations live in the city,

---

[64] **Stabsabteilung für Integrationspolitik (ed).** Ein Bündnis für Integration: Grundlagen einer Integrationspolitik in der Landeshauptstadt Stuttgart. August 2004. at p. 3. Available online at: http://www.stuttgart.de (under Politik und Verwaltung/Puplikationen/E/Ein Bündnis für Integration) (14 June 2005) / **City of Stuttgart**: http://www.stuttgart.de (under Politik und Verwaltung/Politik und Gremien/Politik und Verwaltung/Integrationsplitik) (14 June 2005)

[65] **City of Stuttgart**: http://www.stuttgart.de (under Politik und Verwaltung/Politik und Gremien/Politik und Verwaltung/Integrationsplitik/Aufgaben der Stabsabteilung für Integrationspolitk) (14 June 2005)

[66] **Stabsabteilung für Integrationspolitik (ed)**. Ein Bündnis für Integration: Grundlagen einer Integrationspolitik in der Landeshauptstadt Stuttgart. at pp. 19-27.

[67] **City of Stuttgart**: http://www.stuttgart.de (under Politik und Verwaltung/Statistik und Wahlen/Statistik Gesamtstadt/Einwohnerstruktur) (20 August 2005)

which results in a very heterogeneous population structure. About every fourth citizen of Stuttgart is immigrated or has at least a parent born outside of Germany.[68] According to the report, these multi-cultural, multi-ethnical and multi-religious characteristics are a large enrichment for the city, which plays an important role in the international competition of cities with an export quota over 50%.

In the former Integration and Migration Policy, immigrants were regarded as disadvantaged minorities or as a burden to the German society. Positive aspects such as profitable resources and additional skills have not been considered for a long time. These tendencies are counteracted in Stuttgart with an intercultural approach, whereby the emphasis is put on the social and cultural integration. Social exclusion is tackled by a variety of measures where equal participation in political as well as social life is promoted. Equal participation includes equal opportunities in education, job-related training, occupation, living conditions, communication, access to the municipal services, self-organised activities in associations and religious communities.[69] Subsequently, the goals of the "new" integration policy, written down in the strategy paper A Pact for Integration, are derived as follows:[70]

- The promotion of the participation and of equal opportunities for humans of different origin.
- The promotion of the peaceful living together of different population groups.
- The use of the cultural diversity for the improvement of personal and vocational skills.

According to the paper, the implementation of the aforementioned goals provides social peace in a heterogeneous city. With this policy the municipality promotes cultural diversity and equal rights that are designed to have an awareness-raising impact on the society in Stuttgart. Furthermore, this promoting equality approach is able to sharpen the perception of citizens towards discriminatory and racist incidents and therefore enlarges vigilance in an indirect way.

In general, integration work is seen as a cross-sectional task and is carried out in cooperation with all involved parties: municipal offices and NGOs, schools and other educational institutions, labour offices, enterprises, trade unions, sports and culture associations, migrants' self-organisations and honorary citizens' initiatives, religious communities, media and

---

[68] **City of Stuttgart**: http://www.stuttgart.de (under Politik und Verwaltung/ Politik und Gremien/ Politik und Verwaltung/Integrationspolitik/Ausländer, Integration und Migration) (20 August 2005)
[69] **Stabsabteilung für Integrationspolitik (ed)**. Ein Bündnis für Integration: Grundlagen einer Integrationspolitik in der Landeshauptstadt Stuttgart. at pp. 3-5.
[70] **Stabsabteilung für Integrationspolitik (ed)**. Ein Bündnis für Integration: Grundlagen einer Integrationspolitik in der Landeshauptstadt Stuttgart. at p. 18.

political committees as well as individual citizens. Through the close cooperation of all partners, the quality of the implementation is assured. As political decision making body the council of the city controls the implementation of the integration goals. Committees of experts, in particular the International Committee, offices and the department of integration politics, act as the council's advisers. Within the scope of municipal control, the administration department determines and evaluates the goals and the measures for implementation. The department of integration policy operates as a coordination centre for intercultural concerns in the city and is responsible for the monitoring of the implementation and the further development of the "Pact". This falls under the responsibility of the Lord Mayor. The establishment of interdisciplinary working groups enables the exchange of experience. The individual projects, which are carried out through the cooperation partners, are analysed by the department of integration policy, documented and published regularly in an integration report.[71]

The goals mentioned above are encouraged by projects in the respective fields of action. The strategy paper defines and documents eight specific fields of action:[72]

1. The promotion of equal opportunities through language and integration courses

2. The promotion of equal opportunities in school and education

3. The promotion of integration in the districts

4. The encouragement of intercultural initiatives and of new forms of intercultural cooperation

5. The coexistence with Muslims and the inter-religious dialogue

6. The intercultural orientation of the city council

7. Political participation

8. Media and information in the international society

In relevance to Commitment 1 of the European Coalition of Cities against Racism some awareness-raising measures in the respective action fields are described briefly:

- In the context of action field number 3, numerous districts have initiated a local-agenda-process to improve the living conditions and to promote harmony between all population groups:[73]

---

[71] **Stabsabteilung für Integrationspolitik (ed)**. Ein Bündnis für Integration: Grundlagen einer Integrationspolitik in der Landeshauptstadt Stuttgart. at pp. 27-28.
[72] **Stabsabteilung für Integrationspolitik (ed)**. Ein Bündnis für Integration: Grundlagen einer Integrationspolitik in der Landeshauptstadt Stuttgart. at pp. 18-27.
[73] **Stabsabteilung für Integrationspolitik (ed)**. Ein Bündnis für Integration: Grundlagen einer Integrationspolitik in der Landeshauptstadt Stuttgart. at pp.20-21.

o Local "key persons" with bicultural competences act as contact persons and help to build bridges between various cultures.

o A conflict solution mechanism for individual cases, which involves mediation of intercultural experience and trained social workers, has been established. This was coordinated by the representative for integration.

o Solidarity networks, in form of interdisciplinary working groups and "round tables" have to be highlighted. The meetings are held regularly, at which specific problems are discussed and particularly the participation of both, Germans and non Germans and an intensive intercultural dialogue are emphasised. E.g. The "Round Table against Discrimination and for a Peaceful Living Together" is a non public forum between the Stuttgart police department and the city Stuttgart (International Committee and Department of Integration Policy), in order to take stock of the situation with regard to discrimination and xenophobia and to initiate and implement comprehensive structures and measures against right-wing extremism, xenophobia and discrimination.[74]

o "House 49", situated in the Stuttgart North district is a community centre with an intercultural approach, funded by the city. It is a place for people of different age groups, religions, nationalities and social classes to meet for various free time activities and programmes. These include sports, music, art, doing homework, praying, inter-religious dialogue, language courses, job application work, shops, preventive programmes targeting violence or drug abuse and solutions to conflict through mediation.[75]

- Initiation of a symposium "World Religions in the City Hall" and establishment of a discussion forum "Religions" by the city (action field number 5).[76]

- Promotion of diversity in the arts (intercultural activities and festivals, organised by the Forum of Cultures, funded by the Department of Culture of the city Stuttgart) aims

---

[74] **Polizeipräsidium Stuttgart/Landeshauptstadt Stuttgart (eds).** Präventionsbericht 2004. 2004. at p. 53. Available online at: http://www.stuttgart.de (under Politik und Verwaltung/Publikationen/P/Präventionsbericht 2004. (28 August 2005)

[75] **Haus 49**: http://www.haus49.de (28 August 2005)

[76] **Stabsabteilung für Integrationspolitik (ed)**. Ein Bündnis für Integration: Grundlagen einer Integrationspolitik in der Landeshauptstadt Stuttgart. at p. 24.

at bringing cultures closer together and improves the sensitivity of the society as regards the cultural diversity in the city and their acceptance (action field number 4).[77]

The new approach for the orientation of the target groups assumes that integration is a duty of the entire communal society. Both the immigrant and domestic population must contribute to the reduction of xenophobia, discrimination and to a peaceful coexistence. Despite the existing variety of "enlightening" lectures and information sessions, xenophobia and right-wing extremism does exist in Stuttgart. Therefore the report underlines the inclusion of the German majority population as a central element of the new integration policy. The target group of the new integration policy further includes all immigrants of the city.

The basic principle for the specific integration measures is the social standing of the migrants, not the nationality of the persons. Furthermore in the strategy paper, emphasis is put on the basic rights of all humans; independent of their residence permit status e.g. refugees are excluded from many incentive measures at federal and state level, which complicates their social integration. In the strategy paper, however, previously used categories, such as: employees originating from former countries of immigrant recruitment; emigrant families and refugees, are consciously avoided. It is highlighted, that integration policy should not be limited to immigrants with permanent residence.

Subsequently, apart from the country of origin and the legal status, three main target groups are identified:

- new immigrants;
- persons with migration experience, who have already lived in the area for a long period of time;
- the German majority population.

Due to the heterogeneity within the aforementioned groups, specific integration measures have to be developed.[78]

2.3.2   Background Information

In order to grasp the Pact for Integration the historical, social and legal background of Germany, in specific Stuttgart, has to be considered.

---

[77] **Forum of Cultures**: http://www.forum-der-kulturen.de (28 August 2005). **Stabsabteilung für Integrationspolitik (ed)**. Ein Bündnis für Integration: Grundlagen einer Integrationspolitik in der Landeshauptstadt Stuttgart. at p. 23.
[78] **Stabsabteilung für Integrationspolitik (ed)**. Ein Bündnis für Integration: Grundlagen einer Integrationspolitik in der Landeshauptstadt Stuttgart. at pp. 15-18.

2.3.2.1 Historical and Social Background

History

In the 10th Century Stuttgart was originally founded by Duke Luidolf of Swabia (a son of the Holy Roman Emperor Otto I the Great) and incorporated as a city in the 13th Century. Stuttgart, located in south-west Germany, has officially been the capital city of the federal state of Baden Württemberg since 1977. Today, with approximately 600.000 inhabitants, Stuttgart is the largest city in Baden Württemberg and the 6th largest in Germany. The city is known for its high-tech industry (e.g. Daimler-Chrysler, Porsche, Bosch, IBM) and is one of the most powerful industrial towns of the Federal Republic of Germany employing around 440.000 people.[79] The office of the mayor has been held by the Christian Democratic Union (CDU) since 1997.

Population

The EUMC's 2004 Analytical Report on Legislation in Germany shows a total of 7.3 million foreign nationals living in Germany at the end of 2002 (this makes up approximately 8,9% of the overall population which amounts to more than 82.5 million inhabitants). 59% of the foreign population have been living there for more than ten years. Turkish nationals form the largest group of non-German inhabitants (26%), followed by Italians and nationals of the former Yugoslavia. The large number of naturalized persons should be mentioned. This is not considered in the statistical data and therefore causes a distorted picture. Between 1995 and 2002, the number of migrants who naturalized has more than doubled. This can be attributed to the new Nationality Law, which came into force on January 1st 2000 and enables migrants to acquire German citizenship more easily (see 2.3.2.2).

In general migration in Germany has been influenced by several factors, such as the fall of the "Iron Curtain", the civil wars in the former Yugoslavia and labour migration. Consequently, different types of migrants can be found in Germany, depending on their legal status and residence title: EU-international migrants, labour migrants, asylum seekers and quota refugees, ethnic German immigrants ("Aussiedler").[80]

The same applies for Stuttgart. Its population structure shows a declining populace. Thus since the 60's foreign workers were recruited to compensate the existing manpower shortage,

---

[79] **City of Stuttgart:** http://www.stuttgart.de/sde/menu/frame/top_11089_11101.htm (under Stadtgeschichte) (5 September 2005)
[80] **National Focal Point of the European Monitoring Centre on Racism and Xenophobia (EUMC) (ed).** Germany: Analytical Report on Legislation. 2004. EUMC, Vienna. at pp. 11+49.

resulting from declining birth rates, as well as from the move of inhabitants to the surroundings of the city.[81] The recruitment of foreign workers was stopped in November 1973. Nevertheless the foreigner proportion increased because of the family reunification.[82] In the year 2003 the foreign population in Stuttgart reached 22,6%. Turkish citizens form the largest group of the foreign population, followed by Greeks, Italians and Croatians.[83] Today people from more than 170 nations live in the city, which results in a very heterogeneous population structure.

With regard to the religious diversity, apart from Protestants (200.000) and Catholics (160.000), there exist, according to Stuttgart's multicultural society, many other religious communities, of which the Islamic persuasion represents the largest group.[84]

In June 2005 the unemployment rate was 9,9% (6,8% Region Stuttgart, 6,9% Baden-Württemberg), which is by no means the highest in comparison with other cities/regions in Germany.[85] Foreign nationals are above averagely affected by unemployment (19,9% in 2003).[86]

2.3.2.2 International, Regional and National Legal Background[87]

The table below gives a brief overview of relevant anti-discrimination mechanisms in Germany on the international and regional level:

---

[81] **Stabsabteilung für Integrationspolitik (ed)**. Ein Bündnis für Integration: Grundlagen einer Integrationspolitik in der Landeshauptstadt Stuttgart. at p. 9.

[82] **Bundesministerium des Inneren, Referat Öffentlichkeitsarbeit (ed)**. Zuwanderung - das neue Gesetz. 2005. at p. 6. Available online at: http://www.bmi.bund.de/cln_028/nn_122688/Internet/Content/Broschueren/2005/Zuwanderung__-__das__neue__Gesetz__Id__95217__de.html (6 September 2005)

[83] **Stabsabteilung für Integrationspolitik (ed)**. Ein Bündnis für Integration: Grundlagen einer Integrationspolitik in der Landeshauptstadt Stuttgart. at p. 9.

[84] **City of Stuttgart:** http://www.stuttgart.de (under Stadtporträt/Kirchen) (6 September 2005)

[85] **City of Stuttgart:** http://www.stuttgart.de (under Politik und Verwaltung/ Statistik und Wahlen/ Statistik Gesamtstadt/Arbeitsmarkt/Arbeitslose im Großstadtvergleich) (26 October 2005)

[86] **Stabsabteilung für Integrationspolitik (ed)**. Ein Bündnis für Integration: Grundlagen einer Integrationspolitik in der Landeshauptstadt Stuttgart. at p. 12.

[87] Detailed background information concerning legal, administrative or other measures in relevance to racism and discrimination can be found in the European Commission against Racism and Intolerance (ECRI) and European Monitoring Centre on Racism and Xenophobia (EUMC) reports on Germany. Among others see: **European Commission against Racism and Intolerance (ECRI) (ed).** Third Report on Germany. ECRI, Strasbourg. 2004. / **RAXEN National Focal Point Germany (ed).** Germany: Analytical Report on Legislation. European Monitoring Centre on Racism and Xenophobia (EUMC), Vienna. 2004. / **European Union**: http://www.eu.int / **Council of Europe:** http://www.coe.int / **United Nations:** http://www.un.org (28 August 2005)

	Year of Joining/Signature/Ratification
European Union	Founding Member
Council of Europe	1950
United Nations	1973
Convention for the Protection of Human Rights and Fundamental Freedoms (ECHR)	ratified 1952
International Convention on the Elimination of All Forms of Racial Discrimination (ICERD)	ratified 1969
International Covenant on Economic, Social and Cultural Rights (CESCR)	ratified 1973
Convention Against Discrimination in Education	ratified 1968
International Convention on the Protection of the Rights of all Migrant Workers and Members of their Family	not yet signed
European Social Charter	ratified 1965
European Convention on the Legal Status of Migrant Workers	signed, not yet ratified 1977
European Convention on Nationality	ratified 2005
European Convention for the Participation of Foreigners in Public Life at Local Level	not yet signed
Framework Convention for the Protection of National Minorities	ratified 1997
ILO Convention No. 111concerning Discrimination in Respect of Employment and Occupation	ratified 1961

National and Regional Legal Background

On the national level, as recently as with the new governmental coalition in 1998, "*the traditional defensive self-definition according to which Germany was not a country of immigration was abandoned*".[88] Subsequently several amendments and reforms in migration and foreign resident policy and legislation followed:

In 1999, the first step was the reform of German Nationality Law, which came into force on January 1st 2000. The amendments reduce the length of residence, which is necessary to apply for naturalisation (8 years instead of 15). In addition a birthright was supplemented, which states that children of foreign nationals, born in Germany, automatically become German citizens under certain conditions. (§ 2 Absatz 3 StAG).[89]

In the year 2000 an Independent Commission on Migration was appointed and furthermore the so called Green Card Regulation passed, which broadened the labour market access for non-Germans.[90] Finally, on January 1st 2005, after long and difficult legislative process and negotiations, a new Immigration Act entered into force. The legislation provides a framework in order to control and restrict immigration and additionally it aims at fostering integration of legal immigrants.[91] This Law introduces an integration programme for newcomers, funded by

---

[88] **RAXEN National Focal Point Germany (ed).** Germany: Analytical Report on Legislation. at. p. 3.
[89] **Bundesministerium des Inneren:**
http://www.bmi.bund.de/cln_028/nn_122688/Internet/Content/Themen/Staatsangehoerigkeit/DatenundFakten/Das__Gesetz__zur__Reform__des__StAG__vom15071999.html (11 August 2005)
[90] **RAXEN National Focal Point Germany (ed).** Germany: Analytical Report on Legislation. at. p. 3.
[91] **Federal Ministry of the Interior:** http://www.zuwanderung.de/english/2_zuwanderungsgesetz.html (11 August 2005)

the federation (EURO 200 millions/year).[92] Newly arrived people, with the intention of gaining permanent residence, and those who have been in Germany longer and who receive unemployment pay or are in need of integration will have a right to participate in a course which intends to facilitate their integration into German society. The course focuses on the acquisition of the German Language but also on other aspects such as history and culture. If they cannot provide a basic knowledge of the German language, they are obliged to participate in an integration course. The violation of the obliged participation may have negative consequences in the context of the extension of the residence permit or can shorten the social security contributions by up to 10%.[93]

In this regard EUMC notes in its Analytical Report on Legislation in Germany: "*Whereas migration and integration are now generally recognised as relevant and significant issues by politicians and social scientists, discrimination matters have so far not always received the attention they would deserve.*"[94]

In particular it refers to the lack of comprehensive anti-discrimination legislation and the failure to transfer EU anti-discrimination directives (2000/43/EC and 2000/78/EC) into national law by the federal parliament. In addition there is a lack of a national registration system or advice centre for cases of discrimination.[95]

Several specific laws banning discrimination in certain areas exist: In the public sector explicit discrimination bans exist in the Basic Law in Art. 3 Section 3, which regulates the relationship of state and citizens, and further for the employment in public service. Indeed, in the private sector extensive protection does not exist. In the Civil Code (Bürgerliches Gesetzbuch BGB) gender-based discrimination is prohibited, whereas explicit anti-discrimination regulations can be found only in some individual laws (e.g. the Act on the Transportation of Persons).[96]

2.3.3   Results, Assessment and Classification

As mentioned in the description of the Pact for Integration, results of integration measures are published regularly in an integration report and presented to the public by the department of

---

[92] **Federal Ministry of the Interior:** http://www.zuwanderung.de/3_prognosen.html (11.August 2005)
[93] **Bundesministerium des Inneren, Referat Öffentlichkeitsarbeit (ed**). Zuwanderung - das neue Gesetz. 2005. at p. 6. Available online at:
http://www.bmi.bund.de/cln_028/nn_122688/Internet/Content/Broschueren/2005/Zuwanderung__-__das__neue__Gesetz__Id__95217__de.html (06 September 2005)
[94] **RAXEN National Focal Point Germany (ed).** Germany: Analytical Report on Legislation. at p. 4.
[95] **RAXEN National Focal Point Germany (ed).** Germany: Analytical Report on Legislation. at p. 39.
[96] **RAXEN National Focal Point Germany (ed).** Germany: Analytical Report on Legislation. at p. 25-26.

integration policy (organizational assignment to the responsibility of the lord mayor), which operates as coordination centre for intercultural concerns in the city. This integration report, however, was not online available. Upon request for an example and/or further evaluated information, the city has not responded.

A criterion for the success and consequently the suitability of Stuttgart's integration concept is the international official acceptance. In 2004 the Council of Europe accepted the Pact for Integration as official policy. Thus, it serves as model for the development of integration strategies in other cities. In the framework of UNESCO Cities for Peace-award in 2002/2003 Stuttgart reached the second place.[97] In June 2005 Stuttgart was priced in the contest "Successful Integration Does not Happen by Chance. Strategies of Municipal Integration Policies" by the Federal Ministry and the Bertelsmann Stiftung.[98]

As further success can be considered that, according to the mayor, the integration work within the city is working and now Stuttgart, as one of the first cities, develops the project "One World" - a network on the international level.[99]

As the basis of the municipal integration policy of Stuttgart, the "Pact for Integration" seems to be an excellent strategy paper to promote the integration of non-German nationalities. The goals and action fields are described properly in the paper, which is publicly available on the city's homepage. The paper successfully highlights the mutual process of integration and addresses both German and non-German members of the communal society. As a duty of the entire communal society, interaction is promoted as well as mutual understanding, respect and tolerance. What should also be positively highlighted is that integration work in Stuttgart is not orientated on specific groups of nationalities but rather on social circumstances.

In general, integration work is an important component in the framework of combating racism. Racism is omnipresent; right-wing extremism and antidemocratic attitudes are not only present in Germany. Intolerance and a general suspicion of fundamentalism and terrorism, especially towards Muslims, is increasing. Islamophobia as well as anti-semitism is on the rise. Thus integration is affected negatively, which means social exclusion and discrimination arise. The integration work promotes a democratic society, contributes to the

---

[97] **Stabsabteilung für Integrationspolitik (ed)**. Ein Bündnis für Integration: Grundlagen einer Integrationspolitik in der Landeshauptstadt Stuttgart.
[98] **City of Stuttgart:** http://www.stuttgart.de (under Politik und Verwaltung/Internationales Stuttgart/Preis für Integration) (15 September 2005)
[99] **City of Stuttgart:** http://www.stuttgart.de (under: Politik und Verwaltung/Internationales Stuttgart/Kommunale Entwicklungszusammenarbeit - die Stuttgarter Partnerschaft „Eine Welt") (05 September 2005)

decrease of discrimination and racist acts because of mutual understanding and awareness-raising and consequentially indirectly enlarges vigilance.

So, one can say, that the integration concept of Stuttgart is not very specific and does not address problems which are unique to Stuttgart.[100]

The strategy paper of Stuttgart is picked up as a good practice in an exemplary way because it forms a rather large solidarity network between the public sector (politics and administration), the private sector (special interest groups and businesses) and the civil society (associations, sport clubs, community groups and NGOs), which is coordinated by the department for integration policy.

The awareness of the society is sensitised with regard to the existence of cultural diversity and its acceptance concerning promoting equality which is supposed to lead to a decline of discriminatory and racial motivated activities.

Although the Pact basically aims at promoting integration, the importance of integration work is brought to the public's attention, not least because of the involvement of all participants in the city, which implicates greater vigilance against racism. In addition to this, integration prevents segregation, that enhances the distance between minorities and the "majority population" and provides the basis for prejudices and racism.

A cooperation of the public and the private sector, as well as the civil society, coordinated by the city itself can not be categorised as city-specific. Therefore, we think that this could be adopted by other cities.

---

[100] Stuttgart exhibits, of course, compared with other cities with 22,1% (more than 170 different nations) a rather high foreign population, which is ascribed to several factors (among others: the important economic area and the resulting jobs lead to an increased attractiveness of the location not only to Germans but also to immigrants). The unemployment rate amounts to 9,9% and foreign nationals are affected by above-average unemployment. But these problems occur in a more or less strong extent in every city.

3 Institutions

3.1 State-Program against Right Wing-Extremism, Xenophobia and Anti-Semitism, Berlin

Berlin is the Capital of the German Federal Republic with more than 4 million inhabitants and so it is one of the biggest European cities. More than 200 nations are represented; the foreign population (Non-Germans) is about 13%, which is by far not the highest proportion of Non-German inhabitants in German Cities.

3.1.1 Description

Measures to combat racism in Berlin are embedded in a broad overall strategy concerning integration and migration on the one hand and prevention of violence on the other. Both of these concepts and strategies are conceived and implemented as mainstreaming subjects. This fact is reflected by the institutionalisation and also the agenda. In 1981 the office of the "Foreigners Representative" was founded, which was changed into the "Representative of the Senate for Integration and Migration" in 2002. The Senate for Health, Social Affairs and Consumers is responsible for this. The representative in charge is Mr. Günter Piening with whom an interview was conducted on June 23, 2005. The office comprises about 30 employees. The office's work is based on the strategy paper "Focuses of the Integration policy 2003 – 2005".

The three year agenda encompasses nine goals:

- Improving the chances of the young generation by measures on the education sector including adequate legislation;
- increasing employment through reduction of access barriers to the labour market;
- development of conflict-solution models on neighbourhood-level;
- installation of an obligatory integration system for new immigrants;
- promoting opportunities for integration of refugees and asylum seekers;
- opening administration and authorities interculturally;
- combating discrimination and implementing measures against right wing-extremism, racism and anti-Semitism;
- improving opportunities of social and political participation of migrants and intensivation of the societal dialogue regarding the perspectives of the "Immigration City Berlin" with all stakeholders.

Within an overall strategy of social integration, one can see that Berlin deals with racism in the context of right wing attitudes, in particular political engagement. Racism is targeted within a balanced system of the social development in a culturally diverse city. The tasks of the "Representative" are defined as accompanying administrational measures (intercultural mainstreaming); the development of model projects; promoting the debate and dialogue of the immigration policy in the entire society; moderating the existing conflicts to find acceptable and peaceful solutions; legal and social counselling for victims of violence and discrimination and funding projects of the civil society to strengthen a sustainable infrastructure. Combating discrimination and racism is seen as a necessary part of a sustainable integration policy.[101] Therefore, in 2000 the Senate of Berlin adopted a resolution within a 10 Points Programme with a comprehensive package of measures against right wing extremism, xenophobia and anti-Semitism.[102] The representative for integration and migration is responsible for the state programme against right wing-extremism, xenophobia and anti-Semitism. His office develops the main concepts and observes its implementation. Within the state programme the tasks of documentation and research, help, law-enforcement and empowerment for menaced people, promotion of communal, local networks and the participation of migrants' associations to prevent violence and danger to democratic structures and behaviour are formulated. A municipal equal treatment body and a migrant's council as a opportunity for political participation have been installed.

Additionally the public debate "Immigration City Berlin – Under Construction" was opened with two public forums concerning the dialogue with Islam and the cooperation with science and local economy.

Tackling racism within the societal confrontation with political right wing attitudes, behaviour and activities is very consistent as well as comprehensive. The state programme defines that right wing-extremism is the complex accumulation of denying the principle of equality, the overestimation of ethnic origin, anti-pluralism and authoritarianism.[103] When conceived in this overall context of democratic pluralism, the most effective strategies against "right" (and

---

[101] **Beauftragte für Integration und Migration des Senats von Berlin (ed).** Integrationspolitische Schwerpunkte 2003-2005. Berlin. 2004. at p. 11. Available online under: http://www2.hu-berlin.de/osteuropa/Integrationspolitische_Eckpunkte.pdf (20 June 2005)

[102] Senatsbeschluss Nr. 537/00

[103] **Landeskommission Berlin gegen Gewalt (ed).** Berliner Forum Gewaltprävention Nr. 18. Rechtsextremismus, Fremdenfeindlichkeit, Antisemitismus. Programme, Maßnahmen, Projekte. 2004. at p. 9. Available online at:

racism) are those who develop, promote, strengthen and protect well-functioning democratic structures at all levels and in all areas of public life.[104] Keeping this underlying principle in mind there are formulated bundles of goals which can be summarized as: Measures

- must be adequate to the specific target groups;
- should be implemented in a communal context and at a very local level;
- need as a mainstreaming policy always a strong interdependency of measures and levels to attain the greatest effectiveness; and
- are always based on a "two-pillars-system" of cooperation and division of labour and tasks between public authorities and the civil society as NGOs, local networks, associations or individuals.

The complementary set of measures comprehends accordingly:

- mobile counselling;
- building up networks between different levels and institutions;
- enforcement of democratic youth culture and a promotion of a democratic and cultural diverse civil society; and
- communal integration and supporting neighbourhoods;
- documentation and research.

Under the state programme against right wing-extremism, xenophobia and anti-Semitism about 30 projects and initiatives are funded and promoted every year. The budget for the programme was donated 1.5 Million Euros in 2003 and 2004 and 1.25 Million Euros in 2005.

Among these projects some are described briefly with respect to their connections to Commitment 1 of the UNESCO Ten-Point Action Programme against Racism, set up for monitoring, vigilance and documentation. The following projects and initiatives are described in more detail in Berliner Forum für Gewaltprävention Nr. 18, 2004 and on the referenced websites.[105]

---

http://www.senbjs.berlin.de/jugend/landeskommission_berlin_gegen_gewalt/veroeffentlichungen/berliner_forum _gewaltpraevention_18/thema_bfg_18_2005.asp (20 June 2005)
[104] **Landesprogramm gegen Rechtsextremismus:** http://www.berlin.de/sengsv/auslb/rex.html (20 June 2005)
[105] **Landeskommission Berlin gegen Gewalt (ed).** Berliner Forum Gewaltprävention Nr. 18. Rechtsextremismus, Fremdenfeindlichkeit, Antisemitismus. Programme, Maßnahmen, Projekte. / **Landeskommission Berlin gegen Gewalt:**
http://www.senbjs.berlin.de/jugend/landeskommission_berlin_gegen_gewalt/thema_landeskommission_berlin_g egen_gewalt.asp (20 June 2005)

Monitoring and Vigilance

The Department for Youth, Education, Sport and family Affairs of the district Charlottenburg initiated a girls' meeting centre where visitors will be informed about racism, xenophobia and social exclusion. The group publishes a newsletter "Witch Watch". Girls are invited to observe acts of racism in their neighbourhood and report it in the newsletter.

Mobile Counselling against Right Wing Extremism in Berlin (MBR) is a registered association supporting citizens confronted with racism in their neighbourhood, working and social environment. MBR supports democratic forces on a local level to attain a fear free society with a foundation in human rights. Together with schools, youth organisations, shopkeepers, the local administrative authorities and politicians, MBR develops and implements local strategies of action.[106]

The Society for a Democratic Culture (ZDK) analyses tendencies of right wing extremism, racism and anti-Semitism at local level and integrates scientific findings into the development agendas of districts and schools. ZDK equips interested citizens to deal with dangerous tendencies for democracy and promotes the transfer of good practises. ZDK consults local authorities in the implementation of mainstreaming action plans for democracy. It sees itself as a rapid response institution which promotes dialogue on: Islam; integration; anti-Semitism; migration and the question of democratic principles in the fight against right wing extremism.[107]

The initiative Intercultural Mediation qualifies people of different cultural and ethnic origin and background in the neighbourhood to mediate in conflicts and conflict prevention. Unpaid professional mediators support them in finding solutions for complex situations.[108]

Solidarity Networks

The Anti-Discrimination Network Berlin (ADNB) is an initiative of the Turkish Congregation Berlin-Brandenburg. It networks with different counselling institutions at district level and maintains its own counselling office for victims of discrimination and racism.

---

[106] **Mobile Beratung gegen Rechtsextremismus (Mobile Counselling against Right Wing Extremism):** http://www.mbr-berlin.de (20 June 2005)
[107] **Society for a Democratic Culture:** http://www.zentrum-demokratische-kultur.de (20 June 2005)
[108] **MediationsBüro Mitte:** http://www.mediationsbuero-mitte.de (20 June 2005)

ADNB empowers potential victims and sensitizes the public through events, seminars and public relations.

The Kreuzberg Talks against right wing extremism, xenophobia and anti-Semitism – for Tolerance and Diversity is a networking platform for social multiplicators and participants of associations, political parties and public authorities at local level.[109]

Documentation

The Antifascist Press Archive and Education Centre Berlin (Apabiz) is a registered association offering all kinds of information about right wing extremism, racism and anti-Semitism. Within a network of experts Apabiz collects information and offers it through a public database and through training for different target groups.[110]

The Anti-Racist and Intercultural Information Centre ARIC Berlin maintains a huge database with information, addresses and media material on the topics racism, discrimination, migration, religions, intercultural pedagogies and others.[111]

Another counselling initiative for victims is the Reach Out Project. Reach Out is co-funded by the CIVITAS programme of the German Federal Republic. Reach Out primarily supports and advises victims of racist or right wing motivated violence. They are involved in public relations and contribute to prevention through training. In this context, it is important to notice that Reach Out document all individual cases.[112]

The Representative for Integration and Migration distinguishes between three different types of documentation. The first kind is individual case documentation, carried out mainly by the counselling centres; the ombudsperson against discrimination of the city, the ombudspersons in the districts and the various NGOs. Due to the fact of different levels of resources and economic opportunities, the lack of unified data specifications and the differences in organisational structures it is very difficult to centralise these databases, some of them being electronic some of them not.

---

[109] **HDB-Berlin:** http://www.hdb-berlin.de (20 June 2005)
[110] **Antifasistisches Pressearchiv und Bildungszentrum Berlin e.v.:** http://www.apabiz.de (20 June 2005)
[111] **Antirassistisch-Interkulturelles Informationszentrum Berlin e.v.:** http://www.aric.de (20 June 2005)
[112] **ReachOut:** http://www.reachoutberlin.de (20 June 2005)

The second type of documentation is the collection of all kinds of material concerning the specific topics. ARIC and Apabiz are good examples. They offer databases, library services, media resources and "good practises".

The third kind is structural documentation for example, mapping regions, districts, etc according to the occurrence of specific characteristics which may be described by methods of the social or human geography. Berlin promotes and implements projects and activities in all three fields.

The state programme against right wing-extremism, xenophobia and anti-Semitism was evaluated in 2003 by a commission of experts with a mandate by the authorised representative.[113] The evaluation was made on the programme level one year after the start of the programme. The goals were: a qualified reporting; the precision of the principles; rules of funding and the optimisation of the future programme. The commission welcomes the programme and underlines the positive potential of such a diverse programme. The commission recommends to retain the diversity while promoting a stronger interdependence and networking between different projects, levels and participants. Furthermore the commission recommends the strong involvement of migrants' associations.

The assessments made by the authorities are more a kind of monitoring. The counselling institutions, the district representatives and the mobile counsellors inform the authorised representative for integration and migration frequently.

3.1.2   Background Information

In order to grasp the "State-Program against Right wing-Extremism, Xenophobia and Anti-Semitism" the historical, social, demographical and legal background of Berlin has to be considered.

3.1.2.1 Historical and Social Background

History

Some remarks on Berlin's history are necessary to assess the particularity of the current situation there. It has to be proved whether these historical conditions have a relevant influence on the relevance of the programme against right-wing-extremism to other cities.

---

[113] **Senatsverwaltung für Gesundheit, Soziales und Verbraucherschutz Berlin (ed).** Evaluationsbericht 2003. Available online at: http://www.berlin.de/imperia/md/content/sengsv/intmig/doku/rex/evaluationsbericht_03.pdf (28 Oct 2005)

In 1871, Berlin became the capital of the German Empire. After World War I, Berlin was the capital of the Weimar Republic from 1919 to 1933. From 1933 to 1945 during the totalitarian dictatorship of the Nazis, Berlin was the capital of the Third Reich.

After the Second World War the Allies (France, Britain, USA, Soviet Union) divided Berlin into four sections. East Berlin was controlled by the Soviets and became the capital of communist East Germany in 1949. East Germany or the "German Democratic Republic" (GDR) became a sovereign state in 1954 (without recognition of the Federal Republic of Germany). In 1961, the East-German government started to build the "Berlin Wall" to avoid a mass emigration of East Germans to the West.

In 1968 and during the following years West Berlin was the centre of left-wing student revolts. The 1970s in West Berlin were characterized by terrorism of the "Red Army Fraction".

The governments of West-Germany and West-Berlin made many efforts to keep the population stable. Berlin's inhabitants and employers enjoyed a number of privileges, including special subsidies and income tax reductions among others. The standard of living was artificially augmented; life was rich and highly subsidised. Due to economic growth and the subsidised economy in West-Berlin a large number of migrant workers from Former Yugoslavia and Turkey were recruited.

A relatively small number of immigrants were living in East Berlin; most of them stayed temporarily within exchange training programmes. There were people from Cuba, Vietnam (about 10.000 still living in Berlin) and the Warsaw Pact countries. Most of them left the country and the city after the reunion, but there is still a mentionable population from all these states living in Berlin.

East and West Germany were reunited on October 3, 1990 and the wall between East- and West-Berlin was removed. In 1991, the seat of government was moved from Bonn to Berlin. Berlin along with Hamburg and Bremen, is one of the three city states in Germany. Since the 2001 elections, the city has been governed by a coalition of the Social Democrats and the Left Party PDS, the former East-German SED.

Population

The population of Berlin is 3.426.000 (January 2005). About 13% have a non-German citizenship. The largest group with "foreign" origin are the Turkish with a proportion of 3,6% of Berlin's population.

The following table shows the distribution of foreigners in Berlin:[114]

Citizenship	Total number	% of all foreigners	% of population
Foreigners total	444027	100	13,3
Turkey	120 684	27,2	3,6
Poland	32 291	7,3	1,0
Serbia/Montenegro*	26 226	5,9	0,8
Russian Federation	12 928	2,9	0,4
Italy	12 836	2,9	0,4
Croatia	11 849	2,7	0,4
USA	11 699	2,6	0,4
Vietnam	10 425	2,3	0,3
Bosnia	10 305	2,3	0,3
Greece	10 209	2,3	0,3
France	10 066	2,3	0,3
Great Britain and Northern. Ireland	8 599	1,9	0,3
Ukraine	8 325	1,9	0,2
Austria	7 991	1,8	0,2
Lebanon	7 877	1,8	0,2

* including Ex-Yugoslavia

The very different history of immigration in East- and West-Berlin over time created a very inhomogeneous demography. The inner districts count a proportion of residents with an immigration background of more than 25%, while the suburbs of former East-Berlin have a proportion of 2–5%.

High unemployment quotas, particularly in the former eastern parts of the city, generated dramatic social tensions between young and old, and between social classes. This environment, together with an absence of popular democracy, was a fertile soil for right-wing extremist groups which appeared as an expression of social frustration. Anti-democratic ideas brought up "easy solutions" of "racial" superiority, (doubtful) national identification and the denial of democracy as a political successful model.

The economic parameters of Berlin are not encouraging these days. Unemployment reached 19,8% in June 2005, the unemployment quota among foreigners is about 46%.[115]

---

[114] **Pfaffhausen, Jürgen.** Ausländer in Berlin 2004 – eine kleinräumliche Betrachtung (Monatsschrift der Statistik Berlin 7/05). Statistik Berlin, Berlin. 2005. at p. 226.

[115] **Der Beauftragte für Integration und Migration des Senats von Berlin (ed).** Berliner Beiträge zur Integration und Migration. Vielfalt fördern – Zusammenhalt stärken. Das Integrationskonzept für Berlin. 2005. at p. 5. Available online at:
http://imperia7.berlinonline.de/imperia/md/content/sengsv/intmig/doku/integrationskonzept.pdf (28 Oct 2005)

3.1.2.2 International, Regional and National Legal Background

Germany is a member to a number of important international treaties and conventions against racism. See section 2.3.2.2 for details.[116]

Although Germany has not implemented the EU anti-discrimination directives yet (Oct 2005), Berlin has made important efforts to fight discrimination and racism. There is an anti-discrimination body in the city and a representative for integration at state-level as well as at district level to name but a few. The documented state-programme is an inter-authority approach to implement democracy at all levels of society.

3.1.3   Results, Assessment and Classification

The Representative for Integration of the Senate, regularly publishes an activity report. In his account on the period 2003-2005, the duty for "self-evaluation" is mentioned under the section *Quality Assurance*.[117] It is highlighted that right-wing extremism can not be reduced to a tendency towards violence of youth perpetrators but right-wing orientation, refusal of pluralism and ethnic and cultural diversity can be observed in all social milieus.[118] The office of the representative has developed a standardised matrix for documentation at district level. The district mayors are requested to collect data on social developments within this framework for rapid response and accurate reaction purpose. Migrants were very involved in this district development system.[119]

Concerning its goals and the scope of the state-program against right-wing-extremism, xenophobia and anti-Semitism, it is classified as an institutionalised strategic policy for greater vigilance. The reasoning behind this is that democratisation and strengthening of civil society have a direct reciprocal relation to racism and xenophobia. As pluralist democratic

---

[116] A detailed compilation of anti-racism legislation in Germany is provided by the German Institute for Human Rights in: **Addy, Nii.** Rassistische Diskriminierung – Internationale Verpflichtungen und nationale Herausforderungen für die Menschenrechtsarbeit in Deutschland. Deutsches Institut für Menschenrechte, Berlin. 2005. The publication is also online available at: http://files.institut-fuer-menschenrechte.de/488/d42_v1_file_4318385f31b3d_Rassism_II_050830_Einzel.pdf (28 Oct 2005)

[117] **Der Beauftragte für Integration und Migration des Senats von Berlin (ed).** Berliner Beiträge zur Integration und Migration. Tätigkeitsbericht des Integrationsbeauftragten 2003 – 2005. Der Beauftragte des Berliner Senats für Integration und Migration, Berlin. at p. 31. Available online at: http://www.via-bund.de/integrations-konzepte-landesebene/berlin/taetigkeitsbericht_intmig_03__05.pdf (20 June 2005)

[118] **Der Beauftragte für Integration und Migration des Senats von Berlin (ed).** Berliner Beiträge zur Integration und Migration. Tätigkeitsbericht des Integrationsbeauftragten 2003 – 2005. at p. 31.

[119] **Der Beauftragte für Integration und Migration des Senats von Berlin (ed).** Berliner Beiträge zur Integration und Migration. Tätigkeitsbericht des Integrationsbeauftragten 2003 – 2005. at p. 32.

attitudes rise and lead to an open social atmosphere at neighbourhood level, vigilance increases, racist acts are no longer tolerated and racism disappears as morally inferior attitude. Certainly, the situation of Berlin is not comparable with that of most other European cities concerning its history, social development, political and legal structure and other parameters. Some of the aforementioned problems will indeed require very specific measures. But, it is the overall approach which is convincing and worth imitating.

The issues of human rights policy, integration and migration policy, social development and human rights were combined at the policy level in Berlin. Consequently an adequate infrastructure of institutions has been built up and is further developed and adopted from state level via district to neighbourhood level. This makes the concept flexible enough to react to specific problems and social developments.[120]

3.2 Metropolitan Police Service, London

London is the capital city of the United Kingdom situated in the South-East of England and has 7.421.209 inhabitants, of which almost 29% are from black and ethnic minority groups.

3.2.1 Description

The City of London has set up a broad equality and diversity framework that is institutionalised in all public areas as a mainstreaming approach to meet the statutory duty of the Race Relations Amendment Act 2000. That means all public authorities have the duty to promote equal opportunities, good race relations and tackling racial discrimination. This has to be proved by the annual publication of a "Race Equality Scheme" in which every institution has to declare its achievements and shall state policies which are relevant to fulfill the statutory duty of the Race Relation Act. It should include assessments and consultation on

---

[120] For further details see: **Der Beauftragte für Integration und Migration des Senats von Berlin (ed).** Berliner Beiträge zur Integration und Migration. Vielfalt fördern – Zusammenhalt stärken. Das Integrationskonzept für Berlin. / **Ohlinger, Rainer und Raiser, Ulrich.** Integration und Migration in Berlin. Zahlen-Daten-Fakten. Berlin. 2005. Available online at: http://www.berlin.de/imperia/md/content/sengsv/intmig/doku/zahlen_daten_fakten.pdf (20 June 2005) / **Bauder, Harald und Foertsch, Carsten.** Integration und Ausgrenzung von Zuwanderern auf dem Berliner Arbeitsmarkt: Ergebnisse einer Umfrage. 2004. Available online at: http://www.uoguelph.ca/geography/faculty/bauder/bauder1.pdf (20 June 2005)

the likely impact of the policies promoting racial equality, monitoring of the policies and training activities related to the issue of race equality and diversity.[121]

The Metropolitan Police Service (MPS) has implemented the Equality and Diversity Strategy as adopted by the Greater London Authority. The strategy is designed to promote equal opportunities of age, faith, disability, sexual orientation and gender.

The Metropolitan Police Authority has assumed the duty of overseeing effectiveness and performance of the MPS by the Home Office. It is set up by members of the Metropolitan Police Service, representatives of local authorities and the community. Several committees and units within the Metropolitan Police Authority are responsible for the implementation of race equality and monitoring of performance in all structural levels of the MPS. They will provide a continuous service to racial equality and racial discrimination and should put forward adequate policies to promote racial equality and anti-racism.

The Diversity Directorate, that was established in 2001, publishes the annual review of the Diversity Strategy.

Among others, the MPA has set up the following internal policies:

- to set clear and practical performance measures and targets for monitoring race equality and equal opportunities performance;
- to develop processes and decision-making structures to monitor the mainstreaming of race equality, equal opportunities and diversity principles in all aspects of the business of the Authority;
- to work in partnership with the Mayor's office, Greater London Authority (GLA), Home Office and other partners to achieve the elimination of discrimination, the promotion of equal opportunities and good relations between different groups.[122]

In addition to this, the selected policies of the MPS should be mentioned, which the MPA has set as prior among a long list of others:

- improving the representation of minority ethnic staff at all grades and ranks within the service;
- monitoring the effectiveness of the MPS Diversity Training Programme;
- tackling institutional racism;

---

[121] **Commission for Racial Equality(ed).** Commission for Racial Equality Assessment Template for Race Equality Schemes and the Employment Duty. 2005. at p. 3. Available online at: http://www.cre.gov.uk/res_3yr_review_assess_templ.doc (24 October 2005)
[122] **Metropolitan Police Authority (ed).** Race Equality Scheme, 2005-2008. Metropolitan Police Authority. at p. 45. Available online at: http://www.mpa.gov.uk/downloads/reports/race-equality05-08.pdf (24 October 2005)

- supporting schools in tackling racial harassment, social exclusion and bullying
  between pupils.[123]

The Diversity Strategy contains three main strands that are regarded as essential by the MPS:

- Investigation of racist crimes: the MPS wants to identify and achieve an
  acknowledged standard for the investigation of racial crime;

- Prevention of racist crime: it wants to identify and apply best practice for prevention;

- Anti-Racism: The MPS wants to demonstrate fairness of its work and policies by
  provide equal opportunities for all ethnic communities in its organisation.

The MPS itself is funded by the Home Office, its various committees and units working for race equality are also funded by the Home Office and local authorities. The budgets for the MPS and MPA are set by the Mayor of London. The budgets for the MPS and MPA are disseminated by the Mayor of London, whereas the minimum budget is set by the Home Office. The London Assembly approves the budget.[124]

Networking

The MPS views the consultation with external organisations and experts as relevant for the implementation of race equality policies. The Diversity Directorate engages directly with over 350 Independent Advisors; members of the community, who operate as independent observers giving concise criticism or advice. In this way they assist the MPS in making more informed decisions about incidents, investigations, strategies or plans and the possible outcomes. Their advice is independent of the police and equally, the police is not obliged to follow the advice given. Institutions such as the Commission for Racial Equality, local Race Equality Councils or the London-wide Race Hate Crime Forum and ethnic community groups, such as the Muslim Safety Forum and the Black Londoner Forum are consulted when needed. Reasons for Consultation are the assessment of policies or policy-related questions.

Ethnic Monitoring

Under the Race Relations Act 1976 (Statutory Duties) Order 2001 it is a requirement to have arrangements in place for monitoring the policy and for these results to be published annually, with reference to ethnic groups, concerning staff in post and applicants for employment,

---

[123] **Metropolitan Police Authority (ed).** Race Equality Scheme, 2005-2008. at p. 45f.
[124] **Mayor of London, the London Assembly and the Greater London Authority**: http://www.london.gov.uk/gla/policing.jsp (24 October 2005)

training and promotion. Also the number of each "racial" group who receives training and is involved in grievance procedures has to be monitored. The Diversity Directorate of the MPA also carries out monthly dip sampling.

Monitoring and Assessing Policy Performance

Monitoring

The MPS sees the practice of monitoring all policies within the organisation as essential to prohibit adverse impact on ethnic groups. Monitoring of policy performance is seen as an important instrument in the delivery of consequences regarding the discriminatory policy. It is seen as continual process of scrutinizing the impact of a policy and as an appropriate way to examine the disproportions concerning ethnic communities. Through monitoring, policies are supposed to be tested concerning inequalities, the affection of racial groups, compliance to the aims, and how effective the service of the MPS is delivered to all communities.

Monitoring is conducted by policyholders, internal and external partners and various commissions.

The Metropolitan Police Authority also plays an important role as a higher power in controlling and monitoring the activities and achievements of the MPS, e.g. it oversees the compliance of the MPS Race Equality Scheme with its recommendations. The MPA also monitors the impact and fairness of services delivered by the MPS to different ethnic groups. For example, the "Professional Standards and Performance Monitoring Committee" interrogates the MPS about its performance and management data, which includes equality and diversity performance measures.

Assessment

The Commission for Racial Equality has set out a "Race Equality Impact Assessment" (REIA) which has been adopted by the MPS and the MPA. It is based around questions regarding the impact of the policy on racial groups, if there is a different or even adverse impact on a specific group or if good race relations are damaged by the policy.[125] The Commission underlines that the Race Equality Impact Assessment has to be carried out on proposals for new policies or if existing policies are going to be changed.[126]

The main purpose of the REIA is to prevent policy-makers implementing policies with adverse or rather discriminatory impact on "racial" groups.[127]

---

[125] **Metropolitan Police Authority (ed).** Race Equality Scheme, 2005-2008. at p. 15.
[126] **Commission for Racial Equality:** http://www.cre.gov.uk/duty/reia/when.html (24 October 2005)
[127] **Commission for Racial Equality:** http://www.cre.gov.uk/duty/reia/what.html (24 October 2005)

The MPS seeks to give high priority to the impact assessment of all policies implemented or proposed for relevance to the general duty of the Race Relations (Amendment) Act 2000. According to this, data should be analysed by reflecting the following issues:

- the impact of a policy on a particular "racial" group;

- potential evidence of the practice being discriminatory or being perceived as discriminatory by specific "racial" groups;

- the impact of the policy on the relationship between the police and certain "ethnic" communities;

- potential justification of an adverse impact on certain "racial" groups because of the policy's overall objectives.[128]

The MPS has determined reviews of policies three years after the first assessment.[129] Following sources are declared to be used by the MPS for assessment:

- relevant historical data;

- relevant research, such as inspection/audit reports;

- consultations, survey findings;

- public enquiries and complaints;

- examination of similar service policies;

- examination of similar policies in other authorities;

- population data.[130]

As the MPA has the duty to monitor the activities and performance of the MPS, it has implemented a "Stop and Search Scrutiny Board", that conducts research and analyzes data to find out whether bias in racial attitude among police staff is the reason for imbalances in "Stop and Search" activities.[131]

Monitoring Racist Incidents

The MPS has the duty to report racist incidents annually. Nearly 10,000 racially aggravated offences were reported to the Metropolitan Police Service in 2002/03. More than 3.000 of these were crimes of violence, more than 1.400 were racially aggravated criminal damage and

---

[128] **Metropolitan Police Authority (ed).** Race Equality Scheme, 2005-2008. at p. 15.
[129] **Metropolitan Police Authority (ed).** Race Equality Scheme, 2005-2008. at p. 17.
[130] **Metropolitan Police Authority (ed).** Race Equality Scheme, 2005-2008. at p. 15.
[131] Stop and Search has a long tradition in the Metropolitan Police Service. It is a means to detect and find perpetrators by stopping and interrogating pedestrians in public areas. See: **Metropolitan Police Authority:** http//:www.mpa.gov.uk (24 October 2005)

the rest were racial harassment incidents.[132] The monitoring data is analysed and used to inform current and future policies and processes that will contribute to improved race equality. For example, general levels of hate crime concerning Gypsies and Travellers and levels of community tension are monitored by borough Gypsy Traveller Liaison Officers, the Diversity Directorate and the Strategic Intelligence Unit.

Since Mayor Ken Livingstone took office in the year 2000, racial attacks have decreased by 35%. Generally a hierarchy can be identified concerning the target groups of racial attacks. While Chinese people are 5 times more likely to be attacked than Caucasian people, Asian, Arab and Black people are attacked ten times more often.

Vigilance

The homepage of the MPS contains a call for citizens of London to report racist incidents. The MPS encourages victims to report by offering a full support service.

The MPS has also delivered the leaflet "Tackling Hate Together" which is available in 11 different languages and deals with hate crimes such as psychological or physical violence for grounds of religious belief, sexual orientation or race. It wants to deliver support for victims and provide information to the public.

Vigilance/Networking - London-Wide Race Hate Crime Forum

The Forum was developed in 2001 by a working group of the Metropolitan Police Authority. It is a MPA-led, multi-agency initiative. Currently, it comprises members of the Metropolitan Police Service and Metropolitan Police Authority, the Greater London Authority, the Crown Prosecution Service, as well as local authority and central government representatives. members of organisations are involved with victims, the criminal justice system, housing services, relevant research, and black and ethnic minority communities are also represented. The London-wide Race Hate Crime Forum aims to improve the co-ordination between the key agencies responsible for dealing with victims of racial hate crime and to improve the effectiveness with which perpetrators of racist hate crimes are brought to justice. It has been established to reduce and prevent crimes of this nature. An important aim is to improve the confidence of victims in reporting crimes and to promote consistent service across London. The Forum is funded by the MPA and the Government Office for London. Its monthly meetings are open to the public.

---

[132] **Mayor of London (ed).** Black People Pushing Back the Boundaries II. Key facts on Public Services and Black and Minority Ethnic People in London. London. 2003. at p. 40. Available online at: http://www.london.gov.uk/mayor/bppbb/docs/booklet_two.pdf (24 October 2005)

The Forum has established three subgroups:[133]

- The Criminal Side Subgroup: This group deals with the processes through which information on racial incidents is gathered across London and analyses data collected with a view to identifying common problems and establishing best practice.

- The Good Practice Subgroup: This subgroup considers how racial hate crime is being tackled. It intends to identify best practise and share this information with all interested partners across London. It sees its goals as developing tools and frameworks for dealing with racial hate crime. Another responsibility is to ensure a broad range of presentations of best practise through a combination of meetings, training, conferences and the invitation of guest speakers.

- Civil Side Subgroup: Its responsibility is to analyse whether the information collected by bodies outside the criminal justice system, such as Crime and Disorder Reduction Partnerships, housing associations, health partnerships, local education authorities etc., is useful to reduce racial hate crime. It also has to explore the effectiveness of these organisations policies and systems and their procedures to evaluate these systems. The Civil Side Subgroup also examines the quality of training received by these organisations on race and diversity issues.

3.2.2 Background Information

See 1.1.2.

3.2.3 Results, Assessment and Classification

The Metropolitan Police Service and the Metropolitan Police Authority both have implemented systems of monitoring their policies. These are conducted through reporting strategies and the implementation of policies through the annual Race Equality Scheme. In addition to this, a racial equality impact assessment, adopted from the Commission of Racial Equality (CRE), has been implemented.

As before mentioned, the background of the Race Equality Impact Assessment is to preview the possible adverse impact of future policies and to review the impact of already established

---

[133] **London-Wide Race Hate Crime Forum:** http://www.mpa.gov.uk/issues/race-hate/default.htm (24 October 2005)

policies on "ethnic" or "racial" groups. Even policies that are aimed at the promotion of equality are reviewed according to their classification of "high" or "low" priority.

To give an example of the REIA results, the traditional policy of "stop & search practice" has been shown to have an adverse impact. Consequently, the MPA has established a "Scrutiny Panel" whose duty it is to overview and scrutinize the practice of the MPS Stop & Search Practice. Terms of reference are the assessment of racial impact, the assessment of the application of stop and search data and the identification of good practice. The Scrutiny Panel held public evidence hearing sessions between June 2003 and January 2004.[134] In each session, either groups or individuals gave evidence to the Panel, which included representatives from all levels of the MPS and witnesses from the Mayor's office, the Home Office, NACRO (National Association for the Care and Resettlement of Offenders), the CRE, and from academia. Most importantly, witnesses included a range of representatives from a variety of community and voluntary organisations and community groups.[135]

In Addition to the sessions, desk searches were undertaken by the Panel to review relevant data results.

In this report, the Panel highlights that "stop and search data" gathered by the MPS show gross ethnic inequality concerning the increasing frequency of people being stopped by the Metropolitan Police. Between the years 2000/01 and 2001/02, stop and search rates of Black people increased by 30%, for Asian people by 41% and for Caucasian people only by 8%. Stop & search practice has increased by 18% in this time, this increase affected "racial" groups at most.[136]

According to this, the Panel does not see any valid reasons for arguing the imbalance of this. Arguments that crimes are committed more often by "black" people are not valid because no proof for that can be found in crime statistics.

In the following the results of Ethnic Monitoring are presented.

In this field, the MPS regards its monitoring arrangements as complete. The monitoring concerns the employment of police officers as well as other police staff. All police officers are recruited centrally via the National Recruitment Assessment Centre process. Both application data of officers and staff are put on the MetHR system which allows a full monitoring through

---

[134] **Metropolitan Polic Autority (ed).** Report of the MPA Scrutiny on MPS Stop and Search Practice. 2004. at p. 6. Available online at: http://www.mpa.gov.uk/downloads/issues/stop-search/stop-search-report-2004.pdf (24 October 2005)

[135] **Metropolitan Polic Autority (ed).** Report of the MPA Scrutiny on MPS Stop and Search Practice.

[136] **Metropolitan Polic Autority (ed).** Report of the MPA Scrutiny on MPS Stop and Search Practice. at p. 21.

the "Recruitment Programmes, Planning and Information Office". Application forms include the registration of ethnic origin. The MPS states that the target of 7% police officers being from Black and ethnic minority groups (BEM) was achieved by March 2005. 14% of the new MPS police officers and 22% of the police staff have been from BEM groups in 2004/05.[137] Although the MPS considers ethnic monitoring as an important strategy to increase the proportion of "racial" groups in staff, it is not an undisputed issue. Detractors of ethnic monitoring argue that it has an impact on cementing racial stereotypes and prejudices by prioritizing the classification of individuals as ethnic categories.

As the monitoring of policies and the institutional implementation of race equality in general is related to the Race Relations Amendment Act, relevance to other cities is quite limited. In cities where no national legislation addresses such duties, it might be difficult to install such systems. Nevertheless the self-monitoring of policies regarding racial equality and tackling racism within institutions is considered to be a successful way to promote equality in society. Networking through consulting NGOs and ethnic communities drives such progresses forward. The special situation of London as a city with almost 1/3 of the population being of ethnic origin makes equality policies urgent.

In cities where imbalances in police practices towards ethnic minorities or migrants occur, a monitoring system would be useful to scrutinize racial discrimination within the police service.

3.3   Anti-Discrimination Clause in Public Contracts, Stockholm

Stockholm, the capital of Sweden, has a population of approximately 800.000 residents. About 20% have a foreign background. Stockholm is a founding member of the European Coalition of Cities against Racism and a member of the steering committee. Concerning the implementation of the Ten-Point Action Plan, the city council started to develop an overall strategy with regard to all points of the plan.

3.3.1   Description

The strategy to combat racism in Stockholm is elaborated by the city government and concentrates on governmental action.[138] The programme is called plan for equality,

---

[137] **Metropolitan Police Authority (ed).** Race Equality Scheme, 2005-2008. at p. 32.

[138] The following description is based on information provided by Karin Steffenson from the City Council of Stockholm in September 2005

integration and diversity. It states that all residents should have equal opportunities in their life and that it is the responsibility of the city to provide the respective infrastructure. The main reason is the willingness to break segregation. The goals for integration are to

- create conditions for increased sustainability and economic growth,
- reduce inequalities between districts in terms of income and welfare and to
- highlight the elimination of prejudices, racism and discriminatory structures.

To achieve greater vigilance against racism Stockholm puts emphasis on the labour market intervention. An executive committee has been installed to elaborate and monitor the adequate policy measures.

One of these measures is the introduction of a new legal instrument which is recommended by ECRI since 2002 at national level.[139] All public contracts concluded by any contractors with the city for the delivery of goods or services shall have an anti-discrimination clause.

The clause is made up of four paragraphs. § 1 obliges supplying contractors to follow all applicable Swedish anti-discrimination laws during the agreement period in Sweden. These are the laws referring to the EU treaty, the Swedish penal code, the gender equality act, the act on measures against ethnic discrimination in working life, the act banning discrimination in working life against persons with disabilities and due to sexual orientation, the act on equal treatment of university students as well as the act prohibiting discrimination.

According to § 2 the supplier has to provide a written report upon request detailing the equality measures taken. § 3 obliges the supplier to ensure that his or her suppliers or subcontractors also meet the requirements.

§ 4 states that non-compliance is regarded as a breach of the contract, leading to cancellation. However, if the supplier immediately amends and eliminates all discrimination the contract will remain in force.

3.3.2 Background Information

In order to grasp the "Anti-Discrimination Clause in Public Contracts" the historical, social, demographical and legal background of Stockholm has to be considered.

---

[139] **European Commission against Racism and Intolerance (ECRI) (ed).** ECRI General Policy Recommendation N°7 on National Legislation to Combat Racism and Racial Discrimination. ECRI, Strasbourg. 2002. at p. 6 (Paragraph 9).

3.3.2.1 Historical and Social Background

According to the EU classification in the EUMC Comparative Report on Migrants, Minorities and Employment, Sweden is a second generation immigrant country, which means that Sweden, from the 1960s, was extensively recruiting migrant workers (as with Germany, Austria, Belgium and others).[140]

Sweden has been ruled by Social Democrats for decades and is very well known for its strong and comprehensive public economy sector; its redistributive welfare policy and for its relatively equal income distribution. This picture is somewhat distorted when the foreign residents are taken into consideration. Approximately half of Stockholm's population are not Swedish by origin (30% with foreign background) and the Stockholm City Council criticises itself for being a segregated city as it feels there is too much inequality to claim cultural, social and economic harmony.[141]

However, Sweden has always been above the EU average concerning the standards against discrimination. Eurobarameter states for Sweden, the average level of racially discriminating experiences have a high percentage of witnessing and with 85% opposition against racial discrimination Sweden ranks on place 4 of the EU 15.[142] The EU study on attitudes of the majority populations towards minorities shows better results for Sweden in almost all categories than for the rest of EU-15.[143]

ECRI identifies the communities of Roma, Muslim and Jewish people, Sámi, immigrant women and victims of trafficking as the most vulnerable groups in its 3rd report on Sweden 2004. This differs from other ECRI country reports for two reasons: there is one autochthonous and legally recognised minority identified as threatened and people of African origin are absent from the list.

---

[140] **European Monitoring Centre on Racism and Xenophobia (EUMC) (ed).** Comparative Report: Migrants, Minorities and Employment: Exclusion, Discrimination and Anti-discrimination in 15 Member States of the European Union. 2003.

[141] **Stad Stockholm and Lindberg, Teres (ed).** Equal Opportunities, Everybody's Responsibility – A Plan for Equality, Integration and Diversity. Stockholm. 2005. at p. 2+10. Available online at: http://stockholm.se/files/93000-93099/file_93079.pdf (24 October 2005)

[142] **The European Commission Directorate General Employment and Social Affairs (ed).** Discrimination in Europe. Executive Summary. London. 2003. at p. 9 ("awareness-rate" or a great vigilance specially by the youth). Available online at: http://europa.eu.int/comm/public_opinion/archives/eb/ebs_168_exec.sum_en.pdf (24 October 2005)

[143] **European Monitoring Centre on Racism and Xenophobia (EUMC) (ed).** Majorities' Attitudes towards Minorities: Key Findings from the Eurobarometer and the European Social Survey. EUMC, Vienna. 2005.

ECRI is pleased that Sweden followed recommendation for an increased monitoring of hate crimes in its 2nd report. Sweden now has a very comprehensive police monitoring and documentation system, which shows a slight decrease of racist incidents between 2002 and 2004. However, an ECRI concern is that right-wing parties won a number of seats in municipal councils.

Even though the labour market works quite well and the employment situation is not as bad as in other European countries, access to the labour market for people with a migration background has its barriers, particularly with regard to qualifications. An ECRI statement gives some insight into the situation.[144] Trade unions play a fundamental role in labour market policies, although are not always sensitive to racial discrimination and the need for positive action for equality irrespective of ethnic origin and an ethnic diversity on the workplace. The unemployment quota is not dramatically higher for people with a migration background. As unemployed, these people are not affiliated with any trade union which affects the chance of these issues being given an adequate importance in the labour market policy.[145]

3.3.2.2 International, Regional and National Legal Background

The table below gives a brief overview of relevant anti-discrimination mechanisms in Sweden on the international and regional level:[146]

	Year of Joining/Signature/ Ratification
European Union	1995
Council of Europe	1949
UN	1946
ECHR	1950 / 1952
ICERD	1966 / 1971

---

[144] The statement would apply perfectly for Austria, Germany and a couple of other countries too, remark of the author.

[145] **European Commission against Racism and Intolerance (ECRI) (ed).** Third Report on Sweden. ECRI, Strasbourg. 2005. at p. 31.

[146] Detailed background information concerning legal, administrative or other measures in relevance to racism and discrimination can be found in the European Commission against Racism and Intolerance (ECRI) and European Monitoring Centre on Racism and Xenophobia (EUMC) reports on Sweden. Among others see: **European Commission against Racism and Intolerance (ECRI) (ed).** Third Report on Sweden. ECRI, Strasbourg. 2005. / **RAXEN National Focal Point Sweden (ed).** Sweden: Analytical Report on Legislation. European Monitoring Centre on Racism and Xenophobia (EUMC), Vienna. 2004. / **European Monitoring Centre on Racism and Xenophobia (EUMC):** http://eumc.eu.int/eumc/index.php (24 October 2005) / **European Commission against Racism and Intolerance (ECRI):** http://www.coe.int/ecri (24 October 2005) / **Committee on the Elimination of Racial Discrimination:** http://www.unhchr.ch/html/menu2/6/cerd.htm (24 October 2005)

International Convention on the Protection of the Rights of all Migrant Workers and Members of their Family	not signed
European Social Charter	1961 / 1962
European Convention on the Legal Status of Migrant Workers	1977 / 1978
European Convention on Nationality	1997 / 2001
European Convention for the Participation of Foreigners in Public Life at Local Level	1992 / 1993

Sweden has been introducing and amending national anti-discrimination legislation since the 1970s. It started with criminal code provisions; in the 1980s the Ombudsman for ethnic discrimination was introduced. In the 1990s, the first civil laws against ethnic discrimination in the workplace were introduced. Since 1999 there seems to have been an increasing focus on ethnic discrimination as a key issue. Sweden amended its anti-discrimination legislation in 2003 in order to comply fully with the EU anti-discrimination legislation.

"*There are indications that Swedish society is moving in the right direction. The new changes in the law will lead to a greater focus on changing behaviour, rather than just attitudes. Other tools like contract compliance are under development that will also lead to a focus on behaviour. Putting these tools into place is becoming even more important given the disconcerting increase in support for extremist parties at the local level.*"[147]

3.3.3 Results, Assessment and Classification

The clause was introduced in 2004 and has been in force since January 2005. Until now, the expected long-term impact could not be evaluated.

The measure is deemed to have a great impact on vigilance and on the reality of working life. It uses firms and employers on interests as incentives. This encourages the suppliers, trade-unions, syndicates and employees to be vigilant against discrimination. In reality discrimination will have to be reduced to avoid the risk of economic loss.[148] If the costs of discrimination are high enough, even a racist employer can employ minorities at fair conditions, assuming he is aware of her or his racist ideas. The measure directly affects the competitiveness of a firm.

Lappalainen states in his report on the Swedish anti-discrimination legislation for the RAXEN Focal Point:[149] "*The combined value of public contracts (both national and local) in Sweden*

---

[147] **RAXEN National Focal Point Sweden (ed).** Sweden: Analytical Report on Legislation. European Monitoring Centre on Racism and Xenophobia (EUMC), Vienna. 2004. at p. 43.
[148] **RAXEN National Focal Point Sweden (ed).** Sweden: Analytical Report on Legislation. at p. 4.
[149] **RAXEN National Focal Point Sweden (ed).** Sweden: Analytical Report on Legislation. at p. 4.

is about SEK 400.000.000.000 per year. It is assumed that the introduction of such clauses will presumably affect the behaviour of at least some of the companies that are involved in such contracts. This is especially true since the laws against discrimination have been improved substantially. While many businesses may not necessarily reflect over the moral force behind various laws and policies, they should be sensitive to the risk of increased costs or lost profits if they discriminate."

4 Summaries of Conducted Interviews

4.1 Interview with Mr. Günter Piening on the State-Programme against Right Wing-Extremism, Xenophobia and Anti-Semitism of the City of Berlin

The interview with Mr. Piening, who is the Representative for Integration and Migration for the city of Berlin and responsible for the State-Programme against Right wing Extremism, Xenophobia and Anti-Semitism, was conducted by Klaus Starl, ETC Graz, on June 23, 2005 at the office of the representative.

1. Institutions, tasks and budget

Since 1981 Berlin has had a Representative of the Senate for Foreigners. In 2002 the name and some of the tasks were changed into the Representative of the Senate for Integration and Migration and is located at the Senate for Health, Social Affairs and Protection of Consumers Interests. The office is designing, coordinating, implementing and monitoring the integration and migration policy of Berlin. Combating racism was an important issue from the beginning. In 2000 the Senate initiated the State Programme against Right Wing-Extremism, Xenophobia and Anti-Semitism with an official act. This made the communal efforts against racism more visible.

Compared to other German cities the budget available is quite high with 1,25 million euro for 2005 h, one could call it appropriate. The office itself employs about 30 people. The financial resources are used mostly to finance various projects of local authorities, schools and civil society institutions fitting into the state programme. Annually about 35 projects are carefully selected with regard to their contribution to a community with a well-functioning democratic structure.

2. Who is coordinating the programme, carrying out monitoring, documentation and who is coordinating the networks and who is responsible for attaining the overall goals?

The overall responsibility for the policy lies with the authorised representative. The implementation of the programme is a multi-level task. We count on a two-pillar-system between civil society and the state authorities due to a pragmatic and functional division of labour to reach the goals most efficiently. The responsibilities are therefore allocated horizontally as well as vertically. An important reason for this way of cooperation is the necessary mutual control.

The state programme is thus the conceptual level of networking, on the concrete level there is networking between the representative and other institutions, for example in model projects and there are various networks between projects, institutions and different regional levels. It is important that the state programme has strong cooperation between measures and institutions from the state-level, the civil society institutions and individuals and the district or neighbourhood level.

Documentation and monitoring of racist activities – mostly in the context of political right-wing activities – is also done on different methodological levels. On the structural level the representative commissions studies and analyses concerning the social space on the district level, so called communal analyses. On the other side there are documentation centres providing material, literature, know-how and other material concerning the topic. On the individual level the counselling offices are carrying out case documentation, for example Reach-Out, the ombuds institutions of the city, the districts and others.

3. Are the facts and results politically and publicly perceived and discussed?

There is no fixed date obligation for reporting, but the representative reports frequently and on demand to the Senate and the parliament. The representative has a right to consult, but no right to petition.

Public relations are an inherent part of the representative's work and tasks. However, public relations have their limits. The satisfactory level is to reach at least those who are concerned.

4. Is the programme successful concerning its impact on society? Is there a formal impact assessment or evaluation?

We do not carry out formal impact assessment. It is always problematic with regard to the measurements, often the selection of operational dimensions is a political statement in itself. We evaluate on the programme level and we carefully select the projects and accompany them by providing guidance and workshops and we require self-evaluation also concerning the goal-efficiency.

Concerning the impact assessment, there are a couple of implicit mechanisms. One is the feedback from the different project coordinators. The mobile counselling centre reports frequently about the situation. An important indicator of the impact is the individual and social well-being of the concerned people, their subjective perception of security. We always try to find this out.

5. What are the positive and negative lessons learnt in your work?

I think, we are on the right track with the "Programme", the experience shows. The programme strengthens and empowers the civil society actors, promotes the networking and cooperation between official and private initiatives and leads to changes in the attitudes and behaviour in society as a whole. One effect is that society does not tolerate racism anymore and this is what counts. The programme as a political statement is a very important initial symbol to show that the official policy is ambitious to promote and protect democratic structures.

One lesson learnt is that is absolutely wrong to limit the fight against racism to certain areas, such as violence or youth. Racism is a multi-faceted phenomenon and can be found in all areas of society. Measures to overcome racism need a holistic approach, a mainstreaming concept.

4.2 Interview with Mr. Ernest Bishop on the Galway City Anti-Racism Strategy

The interview questions were drafted by Ursula Prinzl from the ETC. Prof. Jaichand from the Irish Centre for Human Rights of the National University of Ireland conducted on behalf of the ETC the interview with Mr. Ernest Bishop, who is the Anti-Racism Strategy Co-ordinator for the Galway City Anti-Racism Strategy. The interview was submitted to the ETC on 27 October 2005.

1. As the *Towards a City of Equals – Galway City Anti-Racism Strategy* was launched on the 21st of March 2005, I would like to know, what has happened since then concerning the implementation of the Strategy? What is the current state of affairs and what are the next concrete steps?

June 2005 - *Ernest Bishop was appointed the Strategy Co-ordinator*

August 2005 – *An Anti-Racism Steering Committee was established as a working group. Three-quarters of its membership of fourteen are representatives from Ethnic Minority Organisations, with an equal gender balance.*

Current State of Affairs

Implementation is in progress and certain actions have been prioritised.

Actions Prioritised for 2005:

- *1.1.2, 1.1.3, 1.2.1 – Policing. Racism, Logging Racism and Monitoring Mechanisms against racism*

- *2.1.1, 2.1.3, 2.1.4, - Plan by design, Visibility Initiative and Workplace Week*

- *3.1.1, 3.1.2 – Intercultural Education Initiative and UNESCO Associated Schools Initiative*
  Two sub-committees have been set up, a schools initiatives and a reporting, policing and monitoring of racist incidents sub committees. These are currently working towards achieving the aims of their separate remits.

2. The Galway City Anti-Racism Strategy has been elaborated with funding from the National Anti-Racism Awareness Programme KNOW RACISM. In connection with the implementation of the strategy, do you value the budget for the implementation as adequate?
Part funding from the National Anti-Racism Awareness Programme KNOW RACISM was for the development of the strategy and the remainder put into the implementation. Additional funding came from Galway City Partnership. Implementation funds are still being sourced from various quarters.

3. Concerning monitoring and evaluation, I was wondering if an evaluation strategy (as mentioned on page 28 of the *Towards a City of Equals – Galway City Anti-Racism Strategy*) has been designed? If yes, does the evaluation strategy refer to the *Towards a City of Equals – Galway City Anti-Racism Strategy* as a whole or to the separate action points? Is the evaluation strategy a qualitative and/or quantitative evaluation strategy?
Monitoring will be ongoing to ensure the progress of the implementation is on the right path and the results evaluated. The evaluation refers to the strategy as a whole and will be carried out periodically. A combination of quantitative and qualitative methods will be used. An evaluation strategy has not been designed but prioritised for 2006.

4. In relevance to *Commitment Nr. 1: Greater Vigilance against Racism* I would like to know if more detailed background information concerning the implementation of following strategic actions is available:

    a. Racism Log (1.1.3): *This will involve the collection and the collation of data at specific locations for analysis and publication.*

b. Monitoring Mechanism against Racism (1.2.1): *This will involve taking prompt appropriate actions when racist incidents are reported either by mediation or seeking redress.*

c. Anti-Racism Visibility Initiative (2.1.3): *The strategy will promote training in the workplace, produce a user-friendly toolkit and have an emblem that organisations can display on their shop doors and windows. A workshop is organised for the November 2005 diversity in the workplace week to finalise the toolkit. Presentations on diversity in the workplace are also organised for some organisations during the week.*

d. Intercultural Resource Centre (3.3.1): *A space when developed will provide a networking point for the promotion of anti-racism and intercultural activities by those who are mostly affected.*

e. Political Leadership (5.1.1): *This action will develop and implement a protocol for local politicians as a practical commitment to the aims and objectives of the strategy.*

5. Furthermore what are positive/negative "learned" lessons that have occurred since the beginning of the implementation of the strategy? Also, will information on the implementation of the diverse strategic actions be made online available?

Positive Lessons

Partners have shown great commitment by providing input towards the implementation of the strategy.

Ethnic Minority groups are approaching the strategy with confidence and optimism by their involvement in the Steering Committee and support when asked to do so.

Negative Lessons

Consultations with such a diverse working group can sometimes result in delays.

Funds are not easy to come by. This poses a challenge to the strategy, as there was no major funding towards the implementation. Funds are therefore being sourced as actions are prioritised.

Periodic progress report would be posted online commencing end December 2005.

6. Just to be sure: On page 30 of the *Towards a City of Equals – Galway City Anti-Racism Strategy* one of the mentioned strategic actions (Strategic Action 1.2.4) speaks of the "*EU*

Cities Against Racism Initiative", I presume this means the "*European Coalition of Cities against Racism*" of the UNESCO?

This is the European Coalition of Cities against Racism of the UNESCO. Galway City Council will be signing up for Galway City and is discussing the actions in their next council meeting.

The strategy has also drawn partnership from Centre d'Education et de Formation Interculturel Rencontre, Dunkerque, France and Instituzione Centro Nord Sud, Pisa, Italy in the INTI (Integration of Third Country Nationals) and Culture 2000 respectively.

We are hoping the European Commission would approve these partnerships.

III   Synthetic Analysis and Replicability

1   *Synthetic Analysis Framework*

Commitment Nr. 1 of the Ten-Point Action Plan requires promotion of "Greater vigilance against racism". This can be achieved by setting up a monitoring, vigilance and solidarity network against racism at city level. The goal of this study is to formulate recommendations as to how cities can approach "Commitment 1".

The next step of this research is to analyse the previously documented measures of municipalities at a higher level of abstraction. The following section aims at providing a basis for the assessment of the replicability of measures under different circumstances.

The analysis classifies measures by distinguishing between

- purpose and target groups (functional),
- reactive or preventive approaches and the substantial issues (systematic) and
- the overall condition and situation the respective city faces (structural).

The first classification is based on the sections "*Description*" and "*Results, Assessment and Classification*" of Chapter II. The information for the second type of classification is readily available through analysis of in "*Campaigns*", "*Strategies*" and "*Institutions*". The third approach derives mainly from the section "*Background Description*".

1.1   Functional Parameters

The first question concerning monitoring measures arises by asking what is the purpose and what are the targets of monitoring racism.

One function of monitoring is to provide information for policy-makers, the government and the administration as a means to:

    a. design specific and efficient measures to reduce racism,

    b. providing data for the evaluation of measures and

    c. increase vigilance based on reliable data.

Unfortunately there is a lack of municipal monitoring measures and institutions in Europe. International, regional, national and local (run by NGOs) monitoring institutions exist. As the

documentation shows, no specific information on monitoring of racism could be found. Monitoring is done within specific projects, mainly for the purpose of evaluating the projects themselves, which is important but not sufficient. For what reason ever, it seems that the cities do not place enough emphasis on the importance of monitoring racism. Monitoring, if carried out at all, is mostly limited to qualitative description, excluding the quantitative aspect. Not too much information on the investigation of the roots and motivation for open or latent racism could be found. London and Berlin are the exceptions. London also carries out quantitive monitoring within the documented measures. Berlin places emphasis on improving prevention of racism through further research.

One of the recommendations will therefore be the establishment and maintenance of independent municipal monitoring bodies for racism as recommended by the ECRI Recommendation N° 2[150] and by Art. 13 of the "EC Race-Directive" for the national level.[151] The European Coalition of Cities against Racism tries to work on this lack by encouraging municipalities to adopt Commitment N°2 of the Ten Point Plan of Action. This concerns the evaluation of the local situation and communal measures, data collection and development of indicators for the impact assessment of taken measures.

The second function of monitoring racism is to create a direct impact on attitudes and behaviour towards and relationships between individuals and groups. The target groups are all city inhabitants. The purpose is

    a) raising awareness and strengthen vigilance and

    b) initiating changes in the attitude and behaviour of individuals and groups.

1.2   Systematic Parameters

The second line of distinction is made between **reactive and preventive** measures to combat racism including their substantial scope. This seems to be important for the assessment of replicability.

The first type is called the **reactive approach** because a direct or singular connection between specific problems and the taken measures are presumed. This approach often requires accurate reaction to actual events, situations or developments. However, this approach has obvious

---

[150] **European Commission against Racism and Intolerance (ECRI) (ed).** General Policy Recommendation N°2: Specialised Bodies to Combat Racism, Xenophobia, Anti-Semitism and Intolerance at National Level. ECRI, Strasbourg. 2003.

[151] **Council Directive 2000/43/EC of 29 June 2000 Implementing the Principle of Equal Treatment between Persons Irrespective of Racial or Ethnic Origin.** 2000. Available online at: http://europa.eu.int/eur-lex/pri/en/oj/dat/2000/l_180/l_18020000719en00220026.pdf (24 October 2005)

limitations due to its short-term perspective and limited range. Direct reactive measures should be included in a strategic overall concept.

The analysis has to prove whether these measures are suitable under various conditions and which conditions these are.

The second type may be called the **strategic and preventive** approach. This begins with the achievement of a variety of identified objectives. This approach has a clear strategic aspect, is designed for long-term impact and is targeted at a wide range. These measures tend to be more appropriate in relation to the situations in other cities than the reactive-ones. However, they will only be successful and effective if they are adequately utilised. Racism is a multi-dimensional issue that affects various levels within society. The reasons behind it are complex and its consequences cannot be predicted. Racism cannot be tackled without considering carefully the accompanying factors such as socialisation of individuals and groups, cultural characteristics, (in-)equality of chances and opportunities, economic conditions and more.

However, the preventive approach does not necessarily contradict the reactive approach. In the daily struggle against racism, the most successful policy will be probably the one applying a mix of the two instruments, ensuring that the reactive measures do not undermine the goals of the preventive strategy. Particularly the proportionality of reactive measures should be considered and adhered to. The – sometimes intended – restriction of human rights is often counterproductive for the elimination of racism and discrimination.[152]

Also strategic and preventive approaches to fight racism have to consider specific conditions of a community. Even though the authors recommend that these approaches could be replicated concerning sustainability and long-term efficiency, they must focus on the specific problems and short-term conditions of a given city. Strategic concepts must be open and flexible to dynamic social development and be available for immediate action (to all circumstances which may arise).

This leads to the next method of analysis, which is relevant to the city's own structural characteristics.

---

[152] Compare the discussion on dealing with right-wing extremism and the freedom of speech. ECRI recommends the necessary restriction of freedom of speech in its Recommendation 7 on national legislation. See: **European Commission against Racism and Intolerance (ECRI) (ed).** ECRI General Policy Recommendation N^{O}7 on National Legislation to Combat Racism and Racial Discrimination. ECRI, Strasbourg. 2002. at p. 6 (Paragraph 3).

1.3   Structural Parameters

This analysis focuses on the specific situation of the cities in which measures are taken or implemented rather than at the measures themselves.

For the purpose of classification of similarities and differences the following parameters are important to describe the various cities' situations:

- Geographical

- Historical

- Social

- Economic

- Political

- Legal

These parameters are described for the selected cities in the "Background" sections which are already structured accordingly. On the one hand, a couple of similarities were found concerning these parameters. Surprisingly, across Europe, studies showed a clear pattern concerning attitudes towards racism. All nations involved in this study, with the exception of Swedish people, agreed to repatriation strategies for legal migrants. The level agreement for this strategy fell at a proportion between 20 and 30%. Between 25% (Italy) and 52% (West Germany) were opposed to concede full civil rights for legal migrants. The resistance to a multicultural society fell between 20% (UK) and 36% (Germany East) of the population, again Sweden is the exception with 12,5% "resistance".[153]

On the other hand, the impact of different intensities and consequences of racist behaviour on vulnerable groups or individual victims can be observed. Also the victims differ very much in the various states and cities. This may be related to different historical experiences and the composition of the respective cities' population.

Unfortunately, it must be stated that the proportion of people with racist or xenophobic attitudes is

a) high in all European countries and

b) quite similar in all EU member states.

However, the victims of racism and the expressions of racist attitudes differ.

---

[153] **European Monitoring Centre on Racism and Xenophobia (EUMC) (ed).** Majorities' Attitudes towards Minorities: Key Findings from the Eurobarometer and the European Social Survey. EUMC, Vienna. 2005. at p. 29 to 33 (Statistics in the Annex).

These findings suggest, that while it is necessary to admit that racism is a common phenomenon across Europe, it is also vital to develop efficient strategies and measures to combat racism according to specific parameters of success. Future recommendations will have to consider both factors.

1.3.1 Geographical Parameters

Both the size and location of a city will have an influence on the choice and applicability of measures and programmes against racism. Measures taken in a city with five million inhabitants might be different from those which are suitable for a small city.
The geographical location may cause different demographic situation, for example: it may be the reason for giving shelter to refugees or migrant workers. The geographical location also is important regarding which state the city lies in. This influence will be considered in relation to the political and legal parameters.

However, the geographical aspect is not seen as an independent parameter. It plays a role only in connection with historical, social and economic factors.

The considered parameter will be
- "Size" of population.

1.3.2 Historical Parameters

History, historical development and events influence the demographic composition of a city's population as a result of previous political facts including former political systems, war, colonialism and industrialisation.

Historical parameters have an impact on the culture and a "collective memory" which is an expression as well as a root for a culturally shared value system, as tradition it is part of the local moral habits. Good and bad historical experiences became a part of this collective memory over time and lead to unconscious and unjustified sympathy and antipathy.
Also, the historical tradition of immigration has to be considered. Countries, which show a long experience of immigration over centuries (such as Great Britain), may have other legal and social conditions for nowadays immigration policies than countries where the second or third generation of guest-workers makes a high proportion of pupils.

Historical parameters may explain partly why in different cities different groups are victims of racism and why expressions of racism vary. Also, they may be a reason for using different instruments to counteract racism.

1.3.3 Social Parameters

Social parameters are probably the most important factors explaining the causes for racist attitudes and their expression and consequences. They also play a crucial role in designing anti-racism strategies. It is beyond the limits of this research to consider all or even many of the important social factors. Therefore some factors were selected which seem to be of particular relevance.

These are:

- The demography of the city, concerning the proportion of majority and minority populations
- Which groups and individuals are perceived as the "others"
- Local and social in- or exclusion and segregation
- Social reputation, class and economic situation

The proportion of majority and minority population has no clear statistically proven impact on attitudes. As the EUMC report shows public opinion is floating over time without a clear trend.[154] Countries with a low proportion of minorities sometimes are more reluctant to multicultural societies than others (for example Greece).

Countries with a relatively high proportion of refugees can have a quite high rate of approval as in Sweden or indifference as observed in Austria or a strong rejection - almost 50%- in the UK.[155] The use of minorities by political populism may have a stronger influence than the proportion of population groups.[156]

Significant events seem to have a high potential for the impact on the public opinion. The terrorist attacks of "9-11" or "7-7" corroborate this thesis.

---

[154] **European Monitoring Centre on Racism and Xenophobia (EUMC) (ed).** Majorities' Attitudes towards Minorities: Key Findings from the Eurobarometer and the European Social Survey. at p. 13.
[155] **European Monitoring Centre on Racism and Xenophobia (EUMC) (ed).** Majorities' Attitudes towards Minorities: Key Findings from the Eurobarometer and the European Social Survey. at p. 34.
[156] ECRI's 2nd report round stated this opinion proved by its observations. See **European Commission against Racism and Intolerance (ECRI) (ed).** Compilation of Second Round Reports. ECRI, Strasbourg. 2002.

Despite the scattered influence on people's attitudes, the proportion and make-up of a city's population are in fact parameters to consider when planning integration and equality policy and measures against racism. It is important to note, that in some countries, like France or Sweden, it is difficult or impossible to collect the information on habitants' "ethnic" background. Their constitution prohibits "racial profiling". For cities, in such countries, without knowing ethnic and national origin of the targets of discrimination, it is, in fact, not always easy to define their actions against racial/ethnic discrimination. One important recommendation to overcome this problem is to cooperate with NGOs representing vulnerable groups and/or to install independent anti-discrimination bodies who are working confidentially and report only aggregated data on ethnic, religious or linguistic groups and their experiences.[157]

Most of the cities and measures documented in this study have comparable proportions of majority and minority groups. The latter consist of migrants, refugees and autochthonous minorities. In most cases more than a hundred nationalities are represented. However, proportion, origin and duration of residence are important factors, particularly concerning their various legal consequences. Political participation and legal protection are really effective only after naturalization in most of the countries.[158]

Ethnic and national origin of immigrants affects racist attitudes and expression as well as vulnerability and victimisation. It is therefore considered a key factor for anti-racist strategies. Additionally, due to the cultural diversity, measures have to be adapted because of involvement of vulnerable groups and recognition by these groups.
Segregation is one of the biggest problems and can be observed in all selected cities. Social exclusion – local, economic and cultural – is often practised by both sides, even though the responsibility for inclusion lies primarily with the majority. Segregation is a cause as well as a result for the (non-) acceptance of diversity. Segregation and exclusion are the main challenges for municipal policy. It is seen as the crucial factor of a successful strategy against a racist atmosphere with all the possible consequences.

---

[157] Compare also the ECRI Policy Recommendation 4 on National Collection of Data on the Experience and Perception of Discrimination and Racism for the Perspective of Victims, Strasbourg, 1998, where this problem is addressed. See: **European Commission against Racism and Intolerance (ECRI) (ed).** ECRI General Policy Recommendation N°4: National Surveys on the Experience and Perception of Discrimination and Racism from the Point of View of Potential Victims. ECRI, Strasbourg. 1998.

[158] See: **Citron, Laura and Gowan, Richard (eds).** European Civic Citizenship and Inclusion Index. British Council Brussels, Brussels. 2005. Available online at: http://www.britishcouncil.fi/pdf/brussels-european-civic-citizenship-and-inclusion-index.pdf (24 October 2005)

Another factor is the perception of groups and their members. The social standing is considered as a relevant parameter in the debate on effective anti-racism policies. There is, of course, a difference between the anti-Semitic action of right-wing groups denying pluralism and the contempt of migrant workers by their colleagues or neighbours. However, these feelings, perceptions and interpretations are mostly motivated by indefinite fears, social competition and psychological patterns of defining self-esteem by devaluating others.[159] Some groups seem to be victims of racism quite independently from specific justifications over time. These are black Africans, members of the Jewish communities and members of travelling communities. Members of these groups are confronted with racist attitudes and discrimination throughout Europe. Without any further justification they are accused of being of inferior human dignity. This is clearly racism and unfortunately can be heard in the streets of London, on public transport in Berlin, in bars in Bologna and in football stadiums all over Europe. This leads to the important question of who the offenders are and which social groups do they belong to. Involvement of the offenders is as important as the involvement of the potential victims.

The used parameters will be:

- Proportion of majority and minority population (percentage of minority population)
- Inclusion[160]
- Segregation (estimated as high, modest and low)
- Cultural and ethnic diversity of minorities, indicated by the number of different nationalities and their proportion

1.3.4   Economic Parameters

The economic parameters are strongly related to the social parameters determining the corner stones for an anti-racist strategy. We can distinguish between factors of the economic structure, the given infrastructure and the effects of economic cycles for example unemployment. Economic factors affect the vital interests of people. Access to the labour market, housing, education, health-services and access to goods and services in general must be inherent parts of any policy pursuing equal opportunities as a precondition for the fight

---

[159] **Perchtold.** What is Discrimination? ETC, Graz. 2005.
[160] Indicated by the European Inclusion Index at National Level. See: **Citron, Laura and Gowan, Richard (eds).** European Civic Citizenship and Inclusion Index. at p. 19-37.

against racism. Welfare is a key factor in the access to justice and consequently to legal protection. Welfare is often unequally distributed among different groups. The chances of vulnerable groups earning a sustainable income have to be considered.

The economic sectors play a role in this connex. Industrial cities usually have a high proportion of migrant workers – an effect of the prosperity between the 50s to 70s – and a high rate of segregation because workers colonies were built near the factories at that time (besides other reasons for segregation as preferences for class-distance, immigration flows and others).[161]

An important factor is the organisation of and access to public welfare, the subsidy-system or the rights to and conditions for unemployment benefit.

Access to the labour market and the levels of unemployment among the majority and minority population is an important parameter, regardless of whether it is considered as a short-term or a structural issue. It is likely to create an atmosphere of envy, mistrust, fear and personal insecurity.

As most of the welfare services are directly or indirectly bound to the labour market access and to the access to residence permissions, the related Inclusion Indices[162] will be used as indicators:

- Labour market inclusion index
- Long-term residence index

1.3.5 Political Parameters

The political dimension must be considered at various levels. Firstly the political system in which the city is embedded is highly relevant because it determines the principal opportunity of independent legal action (see below).

Secondly, political pluralism plays a role concerning the ideological approaches to social policy. Traditions and political culture influence the selection of political, social and legal instruments. Whether political parties pursue the goal of an "integrated society" and social

---

[161] **Peach, Ceri.** Ethnic Diversity and the City. in: Martiniello, Marco and Piquard, Brigitte (eds). Diversity in the City. Humanitarian Net, Bilbao. 2002.

[162] Indicated by the European Inclusion Index at National Level. See: **Citron, Laura and Gowan, Richard (eds).** European Civic Citizenship and Inclusion Index.

diversity or promote an atmosphere of "us and the others" directly or indirectly, for what ever reason, is crucial.[163]

Political enthusiasm is a crucial precondition for the effectiveness and success of any anti-racism strategy. This enthusiasm must give an adequate priority on the political agenda to these efforts and look after infrastructural and financial resources by counting up the (pecuniary and non-pecuniary) benefits of prevention and reparation with the social and economic loss and damages caused by the consequences of racist motivated exclusion, violence and discrimination.

Further more the democratic participation of vulnerable groups is important. When people are allowed to vote, their opinions and claims must be considered by policy-makers. ECRI's and EUMC's recent country reports stated their concern on "democratic" political parties and individual politicians using the media as an instrument for discriminatory populism. Until recently they were still a minority. The majority should clearly condemn this misuse and publicly show that this kind of inciting will not be tolerated.[164]

This field is very complex. It includes many factors of integration policy, media policy and the active development of democratic citizenship. The parameters indicating the political willingness to fight racism are thought to be:

- Right to vote for residents at community level
- Formal commitments made by the city government (resolutions, adherence to the "Coalition" signing the Charter for the Safeguarding of Human Rights in the City, and others)
- Financial resources committed to the fight against racism (according to the statements of responsibles)
- Existence of official institutions (foreigners' council, integration authorities, and other)

1.3.6 Legal Parameters

Laws and jurisprudence are strong, recognised instruments in the fight against racism. Even though law alone does not change a society or necessarily amend the situation of individuals

---

[163] **Delanty, Jones and Wodak, Ruth (eds).** Migrant Voices. University of Liverpool Press, Liverpool. 2005.
[164] An example is the campaign for the state parliament elections in Vienna 2005. The right-wing party FPOE started a "battle on Vienna", comparing itself with Prince Eugen, Marshall in the Turkish Wars of 1683 and discrediting other political parties for not further restricting migration. (Observation and remark by the author).

affected by racism, it is an indispensable precondition for a successful and sustainable struggle against racism and discrimination. However, the opportunity of cities to use legal instruments and the competence for legislation is limited to the national or regional law. The study describes the respective legal system in a top-down description starting with responsibilities followed by respective international human rights law. As municipalities are part of the public administration they are bound by international and national laws. The study therefore considers which international human rights law are ratified and how these instruments are implemented at national level. The next step was to distinguish between federal and central structures of legislation in the areas of concern. In some cases there exists the competence by constitution for legislation at municipal level.

Deterring eventual offenders is also deemed to be a suitable solution in the protection of individuals.

The analysis uses the following parameters for the assessment of replicability:

- Ratification of relevant human rights law by the respective state (Number of ratifications as listed in Chapter II)
- Legislative competence
- Existence of municipal equal treatment bodies

1.4 Table of Parameters

In respect of the replicability of strategies it should be possible to characterise the selected cities by attributing the elaborated parameters. Any strategic planner can assess her or his own city according to this scheme and use it as the space for action. Of course, this scheme is limited by the available information and by the presumptions made by the authors. It does not necessarily say that chosen strategies will be successful under the same conditions or unsuccessful under different ones. It is not suggested as a method; but it can be used as a tool for analysis, and it is open to amendments and adaptations.

Parameter	Berlin	Bologna	Erlangen	Galway	London	Stockholm	Stuttgart
Human rights laws	4	9	4	6	7	6	4
Legislative competence	X				X	X	
Equal treatment bodies	X				X	X	
Right to vote					X	X	
Formal commitments against racism/discrimination	X	X	X		X	X	
Adequate fin. resources	X				X	X	
Institutions	X	X			X	X	X
Labour market inclusion index[165]	2,00	2,22	2,00	1,89	2,22	2,33	2,00
Long-term residence index[166]	2,17	2,22	2,17	1,65	2,17	2,35	2,17
Minority population [167]	13 %		15 %	9 %	40 %		23 %
Social inclusion / integration index[168]	1,71	2,06	1,71	2,47	2,15	2,59	1,71
High rate of segregation					X		
Modest rate of segregation	X	X				X	X
Low rate of segregation			X	X			
Diversity, > 100 nationalities / ethnicities	X		X	X	X	X	X
Diversity, < 100 nationalities / ethnicities		X					
Diversity, > 40 % of one ethnic / national community			X				X
Diversity, < 40 % of one ethnic / national community	X			X	X	X	
Inhabitants > 2 mill.	X				X		
> 1 < 2 mill							
> 500 t < 1 mill						X	X
> 150 < 500		X					
< 150			X	X			

---

[165] The European inclusion index for a country is compiled of 100 indicators. The values from 1 to 3 mean: 1-1,25 unfavourable, - 1,75 modestly unfavourable, - 2,25 less favourable, - 2,75 modestly favourable and from 2,75 to 3 favourable. See: **Citron, Laura and Gowan, Richard (eds).** European Civic Citizenship and Inclusion Index. at p. 19.

[166] **Citron, Laura and Gowan, Richard (eds).** European Civic Citizenship and Inclusion Index. at p. 19.

[167] Data from city websites

[168] Ad the Discrimination index see: **Citron, Laura and Gowan, Richard (eds).** European Civic Citizenship and Inclusion Index. at p. 37.

After having defined the parameters categorising the cities it is now necessary to set up a classification framework for the documented measures.

Parameter	Rise Festival, London	Black History Month, London	Week against Racism, Erlangen	Monitoraggio degli incidenti di razzismo, Bologna	A City of Equals, Galway	Pact for Integr., Stuttgart	State Program against Right-wing-Extrem., Berlin	Metrop. Police, London	Anti-Discr. Clause in publ. Contracts, Stockholm
Single action, event	X	X	X	X					
Strategy					X	X			
Institution							X	X	X
Target group	Public	Public	Public, Youth	Public	Public	Public	Public, youth, anti-democrat	Police	Firms, Empl.
Vulnerable group referred to	all ethnic minorit.	'black' min.	all ethnic minorit.	all ethnic minorit.	all ethnic minorit.	all ethnic minorit., turkish	all ethnic minorit.	all ethnic minorit.	all ethnic minorit.
Participation of concerned people	X	X	X	X	X	X	X		
Involvement of concerned	X	X	X	X	X	X	X		
Goal, vigilance	X	X	X		X	X	X	X	X
Goal, monitoring				X	X		X	X	
Goal, networking	X	X	X		X	X	X		
Addressing general problems related to racism	X		X	X	X	X	X		
Addressing specific problems in the respective city related to racism		X						X	X
Implementation, gov.								X	X
Implementation, gov.-civil soc.	X		X	X	X	X	X		
Implementation, civil soc.		X							

This classification will need a few further remarks. The parameter "target group" indicates the awareness or vigilance of whom the respective measure focuses upon.

"Participation" specifies whether the concerned groups participate in the planning and implementation; "involvement" specifies whether these groups are actively involved in the implementation and whether, for them a direct impact is expected. Although the measures for the London police and Stockholm employers will have an important and outstanding impact on vulnerable groups, this was not indicated in table because these measures aim primarily at a specific profession or professional category, the opportunity to have an influence on the measures themselves is marginal.

All three goal levels overlap.

The distinction between "general" and "specific" problems seems to be somewhat arbitrary. It refers to the taken measure rather than the city or its specific problems. "General" implies that these kinds of problems can be observed anywhere. It also means that no specific group, ground for discrimination or specific need or issue is addressed. Therefore the row "specific problems" indicates the specific situation of the "black" minority in Britain for Black History Month and is considered in a historical context. The explicit focus of the Metropolitan Police Service is police work, even though discriminatory police action is not only an issue of particular interest in London, while the proportionate engagement of the power monopoly is an outstanding human rights issue, the Anti-Discrimination Clause for public contracts the involvement of economic actors to built a sustainable non-discriminatory supply chain which is deemed to have an important impact on civil society and the vulnerable groups indirectly.

No direct conclusion on replicability can be drawn by this distinction between "general" and "specific" because the distinction does not refer to the city but to the measure. It has to be translated to the respective situation and goals. For example, a city will not be very successful in the short-term fighting racist riots at schools by introducing anti-discrimination clauses in procurement contracts. In this case, only one measure in an overall strategy will be successful and will bring results after some time. The specific problem of riots will require police action, engagement of psychologists, multi-cultural events and pacification process to calm down an overheated atmosphere.

The last parameter, "implementation" refers to the organisational framework of the implementation. As all documented measures are initiated by local governments and authorities, there is the question of whether the measures should be carried out by governmental organisations, civil society organisations or in cooperation between governmental and non-governmental actors.

2 Analysis of Documented Measures

In the previous Section 1 of this chapter a framework for the characterisation of cities was suggested to assess their specific situation, and the selected anti-racism measures taken by the cities were classified. In this section these instruments will be combined in order to make a distinction between strategies to counteract very specific problems in a city, a region or a national state, and measures that are deemed to be applicable in general. A discussion of replicability of the measures in other cities follows.

Although it is necessary to consider specific needs of individuals and groups when designing policy strategies, it could be shown that racism in general and the problems caused by racist attitudes and behaviour do not differ so much all over Europe. ECRI reports, EUMC reports and various studies on racist attitudes and structural discrimination give quite a uniform picture (see above). General problems are:

- the trivialization of racism and xenophobia in daily life,

- the increasing reference to national (and cultural) identity,

- the perception of "foreigners" or ethnic, cultural and religious minorities as a threat,

- the blaming of minorities for the majority's discontent,

- the public tolerance or ignorance of organisations disseminating racist thoughts,

- the mutual corroboration of populist opinion leaders and their audience,

- the crude insensitivity to minorities and discrimination by the mass media,

- the oozing of hate-speech into democratic political parties,

- the justification of racism as a social reality by responsible officials to present their own policy in the best possible light, rather than opposing injustice.

All this can be observed irrespective of the specific conditions cities are facing in Europe. The relative significance may differ over time and in different cities, and this must be considered when implementing specific and short-term measures.

These general attributes may be aggravated by some specific conditions, particularly economic or social conditions, including poverty rates, unemployment, peaks in refugee streams (as in the early 90s from the Western-Balkans), concentration tendencies or social segregation. However, without reducing the relevance of these problems, they are considered visible symptoms of previously hidden racist structures and attitudes.

Therefore any of the documented measures **addressing these general and common problems are in principle considered to be replicable in all European cities**. They could be adapted to specific needs of groups and individuals and might put more emphasis on one issue than another. Additionally, it will be necessary to consider the organisational framework within which measures can be taken and can be successful.

Long-term strategies and institutions are assessed to have a greater replicability than short-term measures or projects.

According to the findings in the documentation section regarding the background and the classifications, the following sections will discuss the replicability of the documented measures. The authors will also make a cautious attempt to assess whether these measures could be termed 'good practices'. The structure follows the order of campaigns, strategies and institutions as defined in the *Introduction*.

2.1 Single Actions and Campaigns

The **Londoner Rise Festival and the Black History Month** as well as the **Erlangen Week against Racism** are cultural or multi-cultural events bringing together people with different ethnic, religious, cultural and social background, mainly young people.

The **replicability** of these "projects" **is certainly high**. Cultural events of this kind are widespread in Europe, and they are widely accepted, as the numbers of visitors prove. They are important as they provide people with the opportunity to create personal relationships. Another important reason is to "give space" to different cultural groups to present themselves and their culture. These projects can be classified as important examples of awareness raising and altering the self-esteem of cultural or ethnic groups. Their impact will be greater when they are organised regularly.

However, cultural events have their limits. Firstly, entertainment is just *one* aspect of a culture. The atmosphere of a "nice and friendly" culture does not help potential victims of racism. Secondly, the audience is usually not the "racist one". Multi-cultural events have often the image of "preaching to the converted". Events alone do not establish or change majority routine, but they can if they are embedded in a strategy and if they convey the messages of the strategies as "dissemination media".

Bologna's Monitoring of Racism project is an important attempt to establish monitoring activities and institutions. In principle, it could be replicated in any European city. One reason for selecting this example was that it shows two major problems in the establishment of institutions. Firstly, the method of funding should be considered. The Bologna Monitoring Body was funded within an EU programme. On the one hand this is an advantage, but on the other, it brings the risk of a lack of a clear commitment by the municipality to provide the funds necessary to guarantee sustainability. Secondly, all institutions must stand behind the action and its results, to prevent their desertion if the project comes under criticism.

2.2   Policy Strategies

The **Galway City Anti-Racism Strategy** can be classified without a doubt as **"best practice"**. The **replicability** for other cities is **given** in principle and to a certain extent. It is a very good example of a consistent implementation of anti-racism policy derived from international and national goals and commitments. The top-down approach chosen in Galway has to be highlighted, but it is certainly not always applicable to other cities.

The implementation of a comprehensive strategy to combat racism at local level could be replicated, even though the reasoning may not. Most of the European countries have not yet established a National Action Plan as required by the Durban World Conference. Ireland signed and ratified more anti-racism and non-discrimination treaties and conventions than most other European countries.

The involvement of all stakeholders in the society is highly recommended as it leads to greater vigilance from the beginning. The strategy includes counselling institutions, educational institutions, security institutions, media and public awareness strategies and persistent networking of all groups in the society. Although initiated by the government in a top-down approach, it is an excellent example of how the population in a participatory and democratic process can develop a policy of the highest relevance to social coherence.

Stuttgart's Pact for Integration is an indirect strategy to combat racism. The first priority is to introduce a social framework for an integrated society of all residents, irrespective of their cultural, ethnic or religious background. It is a good example of social development in a city with a relatively high proportion of people of migration background, most of them migrant workers and their families.

It has to be highlighted that Stuttgart, similar to London or Berlin, explicitly welcomes the diversity of the city as a positive image and puts across the message that *this* Stuttgart needs

all its residents and its diversity to be successful in policy, social development and economy. Social exclusion is considered a "loss", it wastes resources in human capital, be it cultural or economic. An important statement is the need for integration of the majority population as well as the minority population to generate a new social environment.

The measure has a broad, strategic and long-term approach. As such it is an example of good practice, can be highly recommended and has the potential of **replicability to a certain extent**. The Pact for Integration also addresses the specific situation of the city. If cities use the overall concept and adopt it appropriately it may lead to successful results. It shows an example of a general strategy with clearly defined social goals and the flexibility to react to and work on specific problems.

2.3   Institutions

Berlin's State-Programme against Right Wing-Extremism, Xenophobia and Anti-Semitism is a comprehensive long-term policy implementation (institution) including legislation, migration policy, promotion of the youth, combating discrimination and democratic participation. In its range it cannot be compared with any other policy documented in this study. Although emphasis is put on the fight against right wing extremism this should not be misunderstood as too specific to be replicated. Firstly, right wing extremism, open or hidden, is a widespread phenomenon in Europe and should not be neglected. Secondly, and even more importantly, the "Berlin-Programme" follows the approach of a constant development towards participatory democratic citizenship at all levels. So it promotes vigilance against racism, monitoring and documentation as well as solidarity networks.

As a long-term strategy implementation it is classified as **replicable in any other city** concerning the approach and the specific problems addressed. The concrete organisational framework of course would need some adaptations to the structural and legal opportunities a city has. In the short-term some of the strands and actions can be applied, the overall strategy presumes the establishment of some institutions at government level.

Particularly for big cities, even if not exclusively, the model of district and neighbourhood oriented and decentralised intervention is strongly recommended. This approach, accompanied by research, mediation and participation, ensures that measures meet the requirements of specific target groups in their specific environment.

It is an example of **"best practice"** combining an overall mainstreaming strategy with decentralized structures at the *very* local level. The institutionalisation is based on the two-

pillar model of governmental and non-governmental cooperation to ensure participation and efficiency.

The **London Metropolitan Police Service** is an extremely important authority implementing the equality and diversity mainstreaming policy required by the Race Relations Amendment Act. It was selected as an example for monitoring against racism and discrimination. Besides the fact that (internal) monitoring of police work and methods is to be recommended as a **good practice**, the **replication has its limits** in the competences of a city in the given context. It depends on the existing legislation, as well as the legal system, as to whether the city government can introduce and implement measures within the police administration. Also, the monitoring and documentation of racist incidents and a reception centre for allegation of racist attacks is **not automatically replicable** at municipal level, even though it is recommended. However, cities can use their political influence on the responsible authorities to introduce such measures.

The **Anti-Discrimination Clause for Public Contracts of the City of Stockholm** was selected to give an example of a different approach to create greater vigilance against racism. With this the authors attempted to present a variety of approaches. It is classified as an "institution" because it is a legal instrument used to influence the behaviour of the private economic sector and is expected to have an outstanding impact.

The measure is **replicable in all European cities**. Municipalities are always an important economic "player", at least within the city. Municipalities always have the ability to organise their own administration.

It is considered as being a recommended **"best practice"**.[169] The municipality can use its economic power to implement its political goals. This contract clause is a very strong instrument because there are foreseen sanctions. It is considered a breach of the contract if the contract party does not comply with all equality laws and does not invoke democratic values. However, and this is also important, the fault can be legally cured by proving the amendment according to the laws within a specified period of time.

As this measure affects the employees as well as subcontractors it will have a **far reaching impact on vigilance against racism**.

---

[169] ECRI Policy Recommendation 7 recommends such a clause for all contracts concluded by the state. See: **European Commission against Racism and Intolerance (ECRI) (ed).** ECRI General Policy Recommendation N^{O}7 on National Legislation to Combat Racism and Racial Discrimination. ECRI, Strasbourg. 2002. at p. 6 (para 9).

IV   Recommendations

The authors of the following recommendations are:

- Referring to the Declaration and the Ten-Point Plan of Action adopted by the founding members of the European Coalition of Cities against Racism on Dec. 10th 2004 in Nuremberg, Germany,
- Referring to the Declaration adopted on the occasion of the International Conference on Human Rights "Living Together": the European Coalition of Cities Against Racism, on Sep. 24th 2005 in Nuremberg, Germany,
- Considering that all the cities mentioned in this paper are part of countries which are members of the Council of Europe, the European Commission against Racism and Intolerance and members of international human rights bodies,
- Convinced, that for the fight against racism and all forms of discrimination a sustainable and comprehensive approach consisting of complementary and corroborating measures is necessary,
- Considering the social, economic and legal diversity of cities and the restrictions they are faced by the respective national state,
- Convinced that the implementation of human rights needs to be focused on the local and municipal level to have the required impact on the individuals and on the social cohesion,
- Recalling the active role cities play in resolving social conflicts.

On the basis of the findings of the current study, the following recommendations to reach greater vigilance against racism are proposed to the municipal authorities for their consideration :

1. Make an official/formal commitment to the struggle against all forms of racism and discrimination and make this formal commitment visible,

- *in order to*

- create greater vigilance within the government and the administration as well as among policy-makers and political parties,
- ensure that, using all legally appropriate means, elected or assigned officials act in a non-disriminatory manner,
- make it a fundamental issue for all official policies,

- recognise the fight against racism as an official task and

- reflect the social diversity within the public services;

  - *by*

- evaluating the status quo and identifying gaps and the need for further action,

- developing an overall strategy against racism at the local level,

- ensuring cross-sectoral cooperation and mainstreaming anti-discrimination policy,

- training of public officials,

- stimulating actions by other actors as NGOs, the media, employers, etc.

Examples

- City councils or city parliaments adopt resolutions[170], adhere to existing national or international instruments,

- Founding, operating and promoting of solidarity networks under the auspice of the municipal authority which make these efforts visible[171],

- Installing an official task force[172],

- Carrying out a review of existing structures and norms[173].

---

2. Develop partnership and cooperation with other municipalities,

  - *in order to*

- achieve greater efficiency and effectivity,

- exchange knowledge and experience,

- combine resources and concentrate forces to stimulate national and international policy;

  - *by*

- joining existing networks and partnerships between municipalities,

- informal exchange of experience at the level of policy-makers and public officials,

- organising conferences and meetings,

---

[170] As described for Galway, Towards a City of Equals (See: Chapter II, Section 2.2). An example for a very formal and legally binding commitment is the resolution of the city parliament of Berlin, mentioned in Chapter II, Section 3.1.

[171] The examples of Stuttgart's Pact for Integration (Section 2.3), Galway (Section 2.2) and Berlin (Section 3.1) are examples of good practice in this study.

[172] The "Landeskommission für Gewaltprävention" of Berlin is an example of a high level official authority without any complex bureaucracy, for details see: **,Landeskommission für Gewaltprävention'**: http://www.senbjs.berlin.de/jugend/landeskommission_berlin_gegen_gewalt/thema_landeskommission_berlin_g egen_gewalt.asp (17 October 2005)

[173] The system of London's policy evaluation strategy is considered as a good practice (see Chapter II, Section 3.2). The drafts of policy strategies are approved by polls. The respective questionnaires ask among other for the assessment of any impact on vulnerable groups, discrimination and diversity. In this way the Greater London Authority reviews its policies.

- passing concerted declarations against racism,
- joint efforts for monitoring and evaluation of measures taken.

Examples

- European Charter for the Safeguarding of Human Rights in the City[174],
- International Network of Human Rights Cities[175],
- European Coalition of Cities against Racism[176].

---

3. Take continuous measures to inform the public about anti-racism and anti-discrimination laws and legal enforcement instruments,

- *in order to*

- achieve greater vigilance in the population,
- comply with the right to information,
- promote empowerment and improve the opportunity for enforcement, as it is a human right to know ones rights,
- raise awareness of potential offenders;

- *by*

- disseminating legal norms against racism to all households, schools and public offices,
- making information on all efforts against racism available on the internet,
- organising public events to inform people about the laws,
- publishing press releases.

---

[174] **European Charter for the Safeguarding of Human Rights in the City:**
http://www.bcn.es/ond/carta_europea_angles.doc (17 October 2005)
[175] **International Network of Human Rights Cities:** http://www.pdhre.org/projects/hrcommun.html (17 October 2005)
[176] **European Coalition of Cities against Racism:** http://portal.unesco.org/shs/en/ev.php-URL_ID=6530&URL_DO=DO_TOPIC&URL_SECTION=201.html and
http://www.menschenrechte.nuernberg.de/index.php?navi=3&rid=a85f9a2b307e617a0ff40ad7b15550b0&artid=AG2005-06-13-3312 (17 October 2005)

> *Examples*
>
> - Printing and publishing brochures with a compilation of all respective legal norms[177],
>
> - Distribution in all public places, offices, schools[178], etc.
>
> - public "Academies" for social development and public affairs[179],
>
> - lectures and discussions at universities or training institutions open to the public[180].

4. Introduce adequate legal instruments against racism,

- *in order to*

- achieve greater vigilance through regulation and empowerment;

- *by*

- passing adequate norms where possible or making every effort to use the influence on the competent legislative bodies,

- reviewing and amending municipal norms to eliminate those with a potential disciminatory impact on vulnerable individuals or groups,

- intensifying cooperation and coordination with national/European bodies.

> *Examples*
>
> - Introduction of legal incentives for non-discrimination for employers[181],
>
> - Establishment of a commission to review municipal norms and the municipal administrative structure and procedures.

---

[177] No such brochure could be found during this research. However, this can be strongly recommended. Stockholm made some dissemination efforts for its anti-discrimination clauses in public contracts (see Chapter II, Section 3.3).

[178] The publication "Berlin gegen Gewalt" is a good example. See: **Landeskommission Berlin gegen Gewalt (ed).** Berliner Forum Gewaltprävention Nr. 18. Rechtsextremismus, Fremdenfeindlichkeit, Antisemitismus. Programme, Maßnahmen, Projekte. 2004. Available online at:
http://www.senbjs.berlin.de/jugend/landeskommission_berlin_gegen_gewalt/veroeffentlichungen/berliner_forum_gewaltpraevention_18/thema_bfg_18_2005.asp (17 October 2005)

[179] The ‚Akademie Graz' for example organises discussions and lectures where interested people can discuss strategies for the development of the city with politicians of all political parties.
See: **Akademie Graz:** http://www.akademie-graz.at (17 October 2005)

[180] The European Training and Research Centre for Human Rights and Democracy (ETC) is commissioned by the mayor of Graz to offer an appropriate programme to the population. The Irish Centre of Human Rights at the National University of Galway has a similar task.
See: **European Training and Research Centre for Human Rights and Democracy (ETC)**: http://www.etc-graz.at and **Irish Centre of Human Rights**: http://www.nuigalway.ie/human_rights (17 October 2005).

[181] See Stockholm, Chapter II, Section 3.3.

5. Set up sustainable strategies and guarantee their implementation,

- *in order to*

- fight all forms of racism and discrimination in a sustainable and comprehensive way;

- *by*

- establishing working groups or commissions of experts,

- involving vulnerable groups,

- involving civil society organisations,

- involving official institutions, such as foreigners' councils, police or department of justice etc.,

- establishing all necessary institutions to guarantee sustainablity and effectivity,

- equipping these institutions appropriately with infrastructure and financial resources,

- combining minority and migration policy management with the implementation of human rights policies.

Examples

- Galway – Towards a City of Equals[182]

- Pact for Integration, Stuttgart[183]

- Plan for Equality, Integration and Diversity, Stockholm[184],

- State-Program against Right wing-Extremism, Xenophobia and Anti-Semitism, Berlin[185].

---

6. Establish independent specialised monitoring bodies at municipal level,

- *in order to*

- protect and enforce the rights of victims of racism and discrimination,

- improve public information on all forms of racism and discrimination in the municipal society,

- identify gaps in the legislation and identify structural discrimination,

- make formal commitments visible to the public;

- *by*

- providing them with the competences for counselling services for victims, for investigation and for petition at the muncipal parliaments,

---

[182] See Chapter II, Section 2.2.
[183] See Chapter II, Section 2.3.
[184] See Chapter II, Section 3.3.
[185] See Chapter II, Section 3.1.

- assigning them with the task of research on causes of racist attitudes, behavior and the occurance of racist incidents as well as

- the collection of data in accordance with the respective legal provisions for the protection of personal data.

Examples

- Considering at local level the recommendations of the Council of Europe and the "Paris Principles" declared by the General Assembly of the UN[186],

- Berlin, Stockholm, London and other cities established specialised bodies or ombudsman institutions at local level.

---

7. Promote ethnic, religious and cultural diversity and mutual understanding in the public life,

- *in order to*

- promote the dialogue and personal interaction,

- create an atmosphere of living together,

- promote a collective identity of equal citizens of one city

- promote a "culture of human rights" in the city;

- *by*

- creating structures allowing for this open diversity, promoting personal interaction and dialogue between people of different origin,

- human rights education for all social multipliers and the public,

- breaking "down" the strategies and structures at the neighbourhood level to approach people as closely as possible.

---

[186] **General Assembly (ed).** Enhancing the Effectiveness of the Principle of Periodic and Genuine Elections (A/RES/48/131). 20 December 1993. Available online at: http://www.un.org/documents/ga/res/48/a48r131.htm (24 October 2005)

Examples

- "Celebrating Diversity" (London)[187],

- "Promoting Diversity – Strengthening Cohesion" (Berlin)[188],

- "Culture of Human Rights 2003" (Graz)[189],

- operation of mobile counselling institutions[190],

- establishment of district mediation for intercultural conflict solutions[191].

8. Introduce anti-discrimination clauses for public procurement contracts,

- *in order to*

- combat discrimination and racism in the working life as the field of important vital interest;

- *by*

- involving the self-interest as an incentive for anti-discriminatory economic activity.

- *examples of good practice*

- Anti-discrimination clause for public contracts[192].

---

[187] Good examples are the Rise Festival and the Black History Month, see Chapter II, Section 1.1.
See: **Rise Festival**: http://www.london.gov.uk/rise/index.jsp and **Black History Month**:
http://www.infoplease.com/spot/bhm1.html (17 October 2005)

[188] See the concept for integration: **Der Beauftragte für Integration und Migration des Senats von Berlin (ed).** Berliner Beiträge zur Integration und Migration. Vielfalt fördern – Zusammenhalt stärken. Das Integrationskonzept für Berlin. 2005. Available online at:
http://imperia7.berlinonline.de/imperia/md/content/sengsv/intmig/doku/integrationskonzept.pdf (20 June 2005)

[189] Graz was Culture Capital in 2003. In this context the campaign 'Culture of Human Rights' was carried out including lectures, information campaigns, a conference on human rights in the city and the 'Night of Human Rights' as the final event at the university in Oct 2003. See: **Graz Culture Capital:** http://www.graz03.at or **European Training and Research Centre for Human Rights and Democracy (ETC) Annual Report 2003**:
http://www.etc-graz.at/about/JAHRESBERICHT2003.pdf (17 October 2005)

[190] See Chapter II, Section 3.1 for the **Mobile Counselling against Right Wing Extremism in Berlin:**
http://www.mbr-berlin.de (24 October 2005). See also: **Landeskommission Berlin gegen Gewalt (ed).** Berliner Forum Gewaltprävention Nr. 20. Rechtsextremismus, Fremdenfeindlichkeit, Antisemitismus. Dokumentation der Fachtagung „Engagement erwünscht! Konsequenzen aus Berliner Bezirksstudien und Lokalen Aktionsplänen für Demokratie und Toleranz" am 23.11.2004. 2004. Available online at:
http://www.senbjs.berlin.de/jugend/landeskommission_berlin_gegen_gewalt/veroeffentlichungen/berliner_forum_gewaltpraevention_20/thema_bfg_20_2005.asp (17 October 2005).

[191] Such a service was proposed for Graz in the Actionplan for a Human Rights City. See:
Schöfer, Eva. "Graz – Erste Menschenrechtstadt Europas" - Eine Bestandsaufnahme (Occasional Paper No. 6).
May 2002. Available online at: http://www.etc-graz.at (17 October 2005).

[192] See Chapter II, Section 3.3 for the description of the measure taken by the city of Stockholm.

9. Promote the cooperation of and with NGOs,

- *in order to*

- improve effectiveness and to broaden the democratic participation,

- raise credibility of the government when open to control by the civil society;

- *by*

- recognising the critical civil society organisations as an inherent part of a functioning democracy,

- funding NGOs who are actively engaged in the fight against racism, irrespective of (dissenting) political opinions,

- stimulating coordinated actions of various civil society organisations,

- preventing ruinous competition for public funds,

- initiating networks[193].

10. Work for the right to vote at community level for all residents irrespective of their nationality,

- *in order to*

- promote democratic participation,

- include all residents in both public and political life,

- consider all residents as being equal and include them in the democratic decision-making process,

- avoid or reduce exclusion of minorities,

- "tame" politicians and political parties who are influenced by discriminatory thinking or tempted by populism, by a significant number of voters.

---

[193] Black History Month (see Chapter II, Section 1.1), Towards a City of Equals (see Chapter II, Section 2.2), Pact for Integration (see Chapter II, Section 2.3) may serve as good examples, the example of Bologna (see Chapter II, Section 1.3) shows the difficulties and limits of criticism.

V Underlying Legal Framework and Considered Literature

1 Legal Framework

OFFICIAL DOCUMENTS	GENERAL	RACISM	EDUCATION	DISCRIMINATION
Universal Declaration of Human Rights, 1948	Preamble	Art. 1	Art. 26	Art. 2
International Convention on the Elimination of all Forms of Racial Discrimination, 1965	Preamble	Art. 1	Art. 5 (V) Art. 7	
UN Declaration on the Elimination of All Forms of Racial Discrimination, 1963	Preamble		Art. 3, Art.8	Art. 1
Declaration on Race and Racial Prejudice, 1978 by UNESCO	Art. 6 §2	Art. 2 §2	Art. 5 §2	
Convention against Discrimination in Education, 1960 by UNESCO	Art. 1 §1	Preamble	Art. 1 §2	
ECHR, 1950 by Council of Europe			Art. 14	Add. Prot. 1
Protocol (1) to the ECHR, 1954			Art. 2	
European Social Charter, 1965	Preamble	Part I (18,19)	Art. 19 (Right of migrants)	
Treaty Establishing the European Community			Art. 13	
EU Treaty		Art. 6		
International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families	Art. 12 § 4; Art. 30; Art 43 § 1 (a);	Art. 45 § 1 (a); Art. 45 § 4		
Council Directive 2000/43/EC	Art. 2		Art. 3 §1g	
European Charter for the Safeguarding of Human Rights in the City	Preamble	Art. 2	Art. 13	
Ten-Point Action Plan				

2   Scientific Studies, Reports and Recommendations

Addy, Nii. Rassistische Diskriminierung – Internationale Verpflichtungen und nationale Herausforderungen für die Menschenrechtsarbeit in Deutschland. Deutsches Institut für Menschenrechte, Berlin. 2005.

Citron, Laura and Gowan, Richard (eds). European Civic Citizenship and Inclusion Index. British Council Brussels, Brussels. 2005.

Council Directive 2000/43/EC of 29 June 2000 Implementing the Principle of Equal Treatment between Persons Irrespective of Racial or Ethnic Origin. 2000. Available online at: http://europa.eu.int/eur-lex/pri/en/oj/dat/2000/l_180/l_18020000719en00220026.pdf (24 October 2005)

Council of Europe (ed). Specialised Bodies to Combat Racism, Xenophobia, Anti-Semitism and Intolerance at National Level. Examples of Good Practices. Council of Europe, Strasbourg. 2004.

Council of Europe (ed). Diversity and Cohesion: New Challenges for the Integration of Immigrants and Minorities. Council of Europe, Strasbourg. 2000.

Council of Europe (ed). European Conference Against Racism. European Contribution to the World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance. Council of Europe, Strasbourg, October 2000.

Council of the European Union (ed). EU Annual Report on Human Rights. Office for Official Publications of the European Communities, Luxembourg. 2004.

Declaration and Action Plan of the World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance. 2001. Available online at: http://www.un.org/WCAR/durban.pdf (20 September 2005)

Delanty, Jones and Wodak, Ruth (eds). Migrant Voices. University of Liverpool Press, Liverpool. 2005.

Dunn, Seamus, Fritzsche, Peter K. and Morgan, Valerie (eds). Tolerance Matters. International Educational Approaches. Bertelsmann Foundation Publishers, Gütersloh. 2003.

European Academy Bozen (EURAC) (ed). The LISI Indicators - Legal Indicators for Social Inclusion of New Minorities Generated by Immigration. EURAC, Bozen. 2003.

European Commission against Racism and Intolerance (ECRI) (ed). Compilation of ECRI'S General Policy Recommendations. Council of Europe, Strasbourg. 2004.

European Commission against Racism and Intolerance (ECRI) (ed). General Policy Recommendation N°2: Specialised Bodies to Combat Racism, Xenophobia, Anti-Semitism and Intolerance at National Level. ECRI, Strasbourg. 2003.

European Commission against Racism and Intolerance (ECRI) (ed). ECRI General Policy Recommendation N°7 on National Legislation to Combat Racism and Racial Discrimination. ECRI, Strasbourg. 2002.

European Commission against Racism and Intolerance (ECRI) (ed). Compilation of Second Round Reports. ECRI, Strasbourg. 2002.

European Commission against Racism and Intolerance (ECRI) (ed). Practical Examples in Combating Racism and Intolerance against ROMA/Gypsies. Council of Europe, Strasbourg. 2001.

European Commission against Racism and Intolerance (ECRI) (ed). Texts of International Instruments Relevant to the Work of ECRI. Council of Europe, Strasbourg. 1999.

European Commission against Racism and Intolerance (ECRI) (ed). ECRI General Policy Recommendation N°4: National Surveys on the Experience and Perception of Discrimination and Racism from the Point of View of Potential Victims. ECRI, Strasbourg. 1998.

European Commission against Racism and Intolerance (ECRI) (ed). Combating Racism and Intolerance: A Basket of Good Practices. Council of Europe, Strasbourg. 1996.

European Monitoring Centre on Racism and Xenophobia (EUMC) (ed). Policing Racist Crime and Violence. A Comparative Analysis. EUMC, Vienna. 2005.

European Monitoring Centre on Racism and Xenophobia (EUMC) (ed). Majorities' Attitudes Towards Minorities: Key Findings from the Eurobarometer and the European Social Survey (Summary). EUMC, Vienna. 2005.

European Monitoring Centre on Racism and Xenophobia (EUMC) (ed). Racist Violence in 15 EU Member States. A Comparative Overview of Findings from the RAXEN National Focal Points Reports 2001-2004. EUMC, Vienna. 2005.

European Monitoring Centre on Racism and Xenophobia (EUMC) (ed). Migrants, Minorities and Legislation: Documenting Legal Measures and Remedies against Discrimination in 15 Member States of the European Union. EUMC, Vienna. 2004.

European Monitoring Centre on Racism and Xenophobia (EUMC) (ed). Comparative Report: Migrants, Minorities and Education. Documenting discrimination and integration in 15 member states of the European Union. EUMC, Vienna. 2004.

European Monitoring Centre on Racism and Xenophobia (EUMC). Migrants, Minorities and Employment: Exclusion, Discrimination and Anti-Discrimination in 15 Member States of the European Union. EUMC, Vienna. 2003.

Benedek, Wolfgang and Nikolova, Minna (ed). Understanding Human Rights - Manual on Human Rights Education. Manz, Vienna. 2003.

Kelly, Mark. ECRI - 10 Years of Combating Racism. A Review of the Work of the European Commission against Racism and Intolerance. Council of Europe, Germany. 2004.

Martiniello and Piquard. Diversity in the City. Humanitarian Net, Bilbao. 2002

OSCE / ODIHR (ed). International Action against Racism, Xenophobia, Anti-Semitism and Intolerance in the OSCE Region. OSCE, Warsaw. 2004.

Peach, Ceri. Ethnic Diversity and the City. in: Martiniello, Marco and Piquard, Brigitte (eds). Diversity in the City. Humanitarian Net, Bilbao. 2002.

Perchtold. What is Discrimination? ETC, Graz. 2005.

Schöfer, Eva. "Graz – Erste Menschenrechtstadt Europas" - Eine Bestandsaufnahme (Occasional Paper No. 6). May 2002. Available online at: http://www.etc-graz.at (17 October 2005).

Sprung, Anette and Holzer, Renate. Kulturelle Vielfalt und Integration. Graz. 2002.

Swiss Institute of Coparative Law (ed). Legal Measures to Combat Racism and Intolerance in the Member States of the Council of Europe. ECRI, Strasbourg. 2002.

United Nations Educational, Scientific and Cultural Organization (UNESCO) (ed). UNESCO against RACISM. World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance. UNESCO, South Africa. 2001.

Volf/Bauböck. Wege zur Integration, Drava, Klagenfurt, 2001.

3   Material Used for the Concerned Cities

3.1   London, United Kingdom: Rise Festival, Black History Month and Metropolitan Police Service

Literature

Commission for Racial Equality(ed). Commission for Racial Equality Assessment Template for Race Equality Schemes and the Employment Duty. 2005. Available online at:

http://www.cre.gov.uk/res_3yr_review_assess_templ.doc (24 October 2005)

Committee on the Elimination of Racial Discrimination (CERD) (ed). United Kingdom of Great Britain and Northern Ireland. Reports Submitted by State Parties under Article 9 of the Convention (CERD/C/430/Add.3). 2003. Available online at:

http://www.unhchr.ch/tbs/doc.nsf/898586b1dc7b4043c1256a450044f331/0637f0871eae9c77c1256d5500573ded/$FILE/G0340687.pdf (24 October 2005)

Department for Constitutional Affairs (ed). Human Rights Act 1998. Frequently Asked Questions. Available online at: http://www.dca.gov.uk/hract/hrafaqs.htm (21 October 2005)

European Commission against Racism and Intolerance (ECRI) (ed). Third Report on the United Kingdom. ECRI, Strasbourg. June 2005.

Mayor of London (ed). Black People Pushing back the Boundaries II. Key Facts on Public Services and Black and Minority Ethnic People in London. Greater London Authority, London. 2003. Available online at:

http://www.london.gov.uk/mayor/bppbb/docs/booklet_two.pdf (21 October 2005)

Mayor of London (ed). London Divided. Income Inequality and Poverty in the Capital. Greater London Authority, London. 2002. Available online at:

http://www.london.gov.uk/mayor/economy/docs/london_divided_all.pdf (21 October 2005)

Metropolitan Police Authority (ed). Race Equality Scheme, 2005-2008. Metropolitan Police Authority. Available online at: http://www.mpa.gov.uk/downloads/reports/race-equality05-08.pdf (24 October 2005)

Metropolitan Polic Autority (ed). Report of the MPA Scrutiny on MPS Stop and Search Practice. 2004. Available online at: http://www.mpa.gov.uk/downloads/issues/stop-search/stop-search-report-2004.pdf

RAXEN National Focal Point United Kingdom (ed). United Kingdom: Analytical Report on Legislation. European Monitoring Centre on Racism and Xenophobia (EUMC), Vienna. 2004.

Websites

Black-History Month: http://www.black-history-month.co.uk/home.html

Commission for Racial Equality: http://www.cre.gov.uk/duty/reia/when.html

Committee on the Elimination of Racial Discrimination (CERD):
http://www.unhchr.ch/html/menu2/6/cerd.htm

European Commission against Racism and Intolerance (ECRI): http://www.coe.int/t/E/human_rights/ecri

European Monitoring Centre on Racism and Xenophobia (EUMC): http://eumc.eu.int/eumc/index.php

Legal500.com: http://www.legal500.com/devs/uk/im/ukim_005.htm

London Development Agency: http://www.lda.gov.uk

London-Wide Race Hate Crime Forum: http://www.mpa.gov.uk/issues/race-hate/default.htm

Mayor of London, the London Assembly and the Greater London Authority:

http://www.london.gov.uk/gla/policing.jsp

Metropolitan Police Authority: http//:www.mpa.gov.uk

Moving Here: http://www.movinghere.org.uk

Office for National Statistics: http://www.statistics.gov.uk

Rise Festival: http://www.london.gov.uk/rise/week/exhibitions.jsp

(All websites were last checked on 24 October 2005)

3.2   Erlangen, Germany: International Week Against Racism

Literature

City Hall Report. 2004. Available online at:

http://www.erlangen.de/news.asp?Folder_id=1595&MainFolder_id=1581&News_id=58014 (13 June 2005)

Committee on the Elimination of Racial Discrimination (CERD) (ed). Germany. Reports Submitted by State

Parties under Article 9 of the Convention (CERD/C/338/Add.14). 2000. Available online at:

http://www.unhchr.ch/tbs/doc.nsf/898586b1dc7b4043c1256a450044f331/fd67e7e77e41b00fc12569e7004c7be6/

$FILE/G0043886.pdf (21 October 2005)

European Commission against Racism and Intolerance (ECRI) (ed). Third Report on Germany. ECRI,

Strasbourg. 2004.

RAXEN National Focal Point Germany (ed). Germany: Analytical Report on Legislation. European

Monitoring Centre on Racism and Xenophobia (EUMC), Vienna. 2004.

Websites

Committee on the Elimination of Racial Discrimination (CERD):

http://www.unhchr.ch/html/menu2/6/cerd.htm

Erlangen "Auslände-/innenbeirat" (Foreigner's Council):

http://www.erlangen.de/de/Desktopdefault.aspx/tabid-134/1271_read-2809

Erlangen City: http://www.erlangen.de

European Commission against Racism and Intolerance (ECRI): http://www.coe.int/t/E/human_rights/ecri

European Monitoring Centre on Racism and Xenophobia (EUMC): http://eumc.eu.int/eumc/index.php

I**nterkultureller Rat:** http://www.interkultureller-rat.de

(All websites were last checked on 25 October 2005)

3.3   Bologna, Italy: Monitoraggio degli Incidenti di Razzismo

Literature

Bellomo, Manlio. L'Europa del Diritto Comune. Il Cigno Galieleo Galilei Edizioni di arte e Scienza, Roma.

1994.

European Commission against Racism and Intolerance (ECRI) (ed). Second Report on Italy. ECRI,

Strasbourg. 2001.

Osservatorio delle Immigrazioni della Provincia di Bologna (ed). Immigrati in Provincia di Bologna: i

Numeri e le Tendenze (2004) – Parte Prima: le Presenze. Centro Stampa della Provincia di Bologna, Bologna.

Novembre 2004.

RAXEN National Focal Point Italy (ed). Italy: Analytical Report on Legislation. European Monitoring Centre on Racism and Xenophobia (EUMC), Vienna. 2004.

Pirazzi, Marina and Pozzoli, Laura. Osservatori sulla Discriminazione sulla base della "Razza", dell'Origine Etnica e della Religione. September 2001. Available online at:

http://www.immigra.org/documenti/pirazzi_osservatori.pdf (15 September 2005)

Websites

City of Bologna: http://www.comune.bologna.it

Committee on the Elimination of Racial Discrimination (CERD):

http://www.unhchr.ch/html/menu2/6/cerd.htm

European Commission against Racism and Intolerance (ECRI): http://www.coe.int/t/E/human_rights/ecri

European Monitoring Centre on Racism and Xenophobia (EUMC): http://eumc.eu.int/eumc/index.php

(All websites were last checked on 25 October 2005)

3.4 Galway, Ireland: Galway City Anti-Racism Strategy

Literature

Amnesty International (AI). Jahresbericht 2005. Fischer Taschenbuch Verlag, Frankfurt. 2005.

Declaration and Action Plan of the World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance. 2001. Available online at: http://www.un.org/WCAR/durban.pdf (20 September 2005)

Declaration of the Galway City Anti-Racism Strategy. 2005. Available online at:

http://www.gcp.ie/publications.html (20 September 2005)

Department of Justice, Equality and Law Reform (ed). Planning for Diversity. The National Action Plan against Racism. Dublin. 2005. Available online at:

http://www.justice.ie/80256E010039C5AF/vWeb/flJUSQ696JJX-en/$FIle/NPARen.pdf (20 September 2005)

Department of Justice, Equality and Law Reform and the Department of Foreign Affairs (eds). Towards a National Action Plan against Racism. 2002. Available online at:

http://www.nccri.com/pdf/natnl_action_plan.pdf (20 September 2005)

Department of Justice, Equality and Law Reform and the Department of Foreign Affairs (eds). Report of the Ireland Preparatory National Conference 2000. October 2000. Available online at:

http://www.nccri.com/report.htm (20 September 2005)

European Commission against Racism and Intolerance (ECRI) (ed). Second Report on Ireland. ECRI, Strasbourg. 2002.

Employment Equality Act, 1998. 1998. Available online at: http://www.irishstatutebook.ie/ZZA21Y1998.html (20 September 2005)

Equal Status Act, 2000. 2000. Available online at: http://www.irishstatutebook.ie/ZZA8Y2000.html (20 September 2005)

Equality Act, 2004. 2004. Available online at: http://www.equality.ie/index.asp?docID=206 (20 September 2005)

Equality Authority (ed). Building an Intercultural Society. Equality Authority, Dublin. _. Available online at: http://www.equality.ie/index.asp?locID=107&docID=90 (20 September 2005)

European Monitoring Centre on Racism and Xenophobia (EUMC) (ed). Ireland: Analytical Report on Legislation. EUMC, Vienna. 2004.

Galway City Development Board (ed). Strategy for Economic, Social and Cultural Development 2002 – 2012. 2002. Available online at: http://www.galwaycity.ie/content/departments/community/downloads/Strategy.pdf

Galway City Partnership (ed). Towards a City of Equals. Galway City Anti-Racism Strategy 2005 – 2008. 2005. Available online at: http://www.gcp.ie/wordFilesEmails/Toward_a_City_of_Equals.pdf (20 September 2005)

Government of Ireland (ed). First National Report by Ireland as Required under Article 9 of the Convention on the Legislative, Judicial, Administrative or other Measures Adopted to Give Effect to the Provisions of the Convention. Stationary Office, Dublin. 2004.

Government of Ireland (ed). Census 2002: Religion. 2004. Available online at: http://www.cso.ie/census/documents/vol12_entire.pdf (20 September 2005)

Helleiner, Jane. Irish Travellers. University of Toronto Press, Toronto. 2001.

Lentin, Ronit / McVeigh, Robbie. Racism and Anti-Racism in Ireland. Beyond the Pale, Belfast. 2002.

Loyal / Mulcahy / Mahony. Racism in Ireland: The Views of Black and Ethnic Minorities. Amnesty International (AI), Dublin. 2001.

National Action Plan against Racism Steering Group (ed). Diverse Voices: A Summary of the Outcomes of the Consultative Process and a Proposed Framework for the National Action Plan against Racism. 2003. Available online at: http://www.nccri.com/pdf/DiverseVoices.pdf (20 September 2005)

National Consultative Committee on Racism and Interculturalism (NCCRI) and Equality Commission for Northern Ireland (eds). Seeking Advice and Redress against Racism in Ireland. An Information Handbook. 2005. Available online at: http://www.nccri.com/pdf/ROI-Guidebook.pdf (20 September 2005)

RAXEN National Focal Point Ireland (ed). Ireland: Analytical Report on Legislation. European Monitoring Centre on Racism and Xenophobia (EUMC), Vienna. 2004.

Prohibition of Incitement to Hatred Act, 1989. 1989. Available online at: http://www.irishstatutebook.ie/ZZA19Y1989.html (20 September 2005)

United Nations Educational, Scientific and Cultural Organization (UNESCO) (ed). The International Coalition of Cities against Racism. 2004. at p. 5. Available online at: http://portal.unesco.org/shs/en/file_download.php/69e6c74f3ccf95cdbb885d8c4a9a79f0unesco-angl-525x150.pdf (20 September 2005)

Websites
Central Statistics Office Ireland: http://www.cso.ie
Committee on the Elimination of Racial Discrimination (CERD): http://www.unhchr.ch/html/menu2/6/cerd.htm
European Commission against Racism and Intolerance (ECRI): http://www.coe.int/t/E/human_rights/ecri
Equality Authority: http://www.equality.ie
European Monitoring Centre on Racism and Xenophobia (EUMC): http://eumc.eu.int/eumc/index.php
Galway City: http://www.galwaycity.ie
Galway City Partnership: http://www.gcp.ie
Garda Racial and Intercultural Office: http://www.garda.ie/angarda/racial.html

Government of Ireland: http://www.irlgov.ie

Human Rights for Change. Organisation for the Protection and Promotion of Human Rights:

http://www.humanrightsforchange.org

Irish Centre for Human Rights: http://www.nuigalway.ie/human_rights

Irish Commission on Human Rights: http://www.ihrc.ie

Irish Traveller Movement: http://www.itmtrav.com

KNOW RACISM The National Anti-Racism Awareness Programme: http://www.knowracism.ie

National Consultative Committee on Racism and Interculturalism (NCCRI):

http://www.nccri.com

> **Journal of the National Consultative Committee on Racism and Interculturalism:**
>
> http://www.nccri.com/spectrum.html
>
> **NCCRI Monthly E-Bulletin:** http://www.nccri.com/e-bulletin.html

National Network of Refugee, Asylum Seeker & Immigrant Support Groups (Offers Information on the Galway Refugee Support Group, Galway Refugee Support Group, Galway One World Centre):

http://www.integratingireland.ie

Office of the Director of Equality Investigations (ODEI) – The Equality Tribunal:

http://www.equalitytribunal.ie

World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance:

http://www.un.org/WCAR

(All websites were last checked on 20 October 2005)

3.5   Stuttgart, Germany: Pact for Integration

Literature

Bundesministerium des Inneren, Referat Öffentlichkeitsarbeit (ed.). Zuwanderung - das neue Gesetz. 2005. Available online at:

http://www.bmi.bund.de/cln_028/nn_122688/Internet/Content/Broschueren/2005/Zuwanderung__-__das__neue__Gesetz__Id__95217__de.html (6 September 2005)

Committee on the Elimination of Racial Discrimination (CERD) (ed). Germany. Reports Submitted by State Parties under Article 9 of the Convention (CERD/C/338/Add.14). 2000. Available online at:

http://www.unhchr.ch/tbs/doc.nsf/898586b1dc7b4043c1256a450044f331/fd67e7e77e41b00fc12569e7004c7be6/$FILE/G0043886.pdf (21 October 2005)

European Commission against Racism and Intolerance (ECRI) (ed). Third Report on Germany. ECRI, Strasbourg. 2004.

RAXEN National Focal Point Germany (ed). Germany: Analytical Report on Legislation. European Monitoring Centre on Racism and Xenophobia (EUMC), Vienna. 2004.

Polizeipräsidium Stuttgart/Landeshauptstadt Stuttgart (eds). Präventionsbericht 2004. 2004. Available online at: http://www.stuttgart.de (under Politik und Verwaltung/Puplikationen/P/Präventionsbericht).

Stabsabteilung für Integrationspolitik (ed.). Ein Bündnis für Integration: Grundlagen einer Integrationspolitik in der Landeshauptstadt Stuttgart. August 2004. Available online at: http://www.stuttgart.de (under Politik und Verwaltung/Publikationen/E/Ein Bündnis für Integration) (14 June 2005)

National Focal Point of the European Monitoring Centre on Racism and Xenophobia (EUMC) (ed). Germany: Analytical Report on Legislation. 2004. EUMC, Vienna.

Websites

Bundesministerium des Inneren (= Federal Ministry of the Interior): http://www.bmi.bund.de and http://www.zuwanderung.de

Committee on the Elimination of Racial Discrimination (CERD): http://www.unhchr.ch/html/menu2/6/cerd.htm

Council of Europe: http://www.coe.int

European Commission against Racism and Intolerance (ECRI): http://www.coe.int/t/E/human_rights/ecri

European Union: http://www.eu.int

European Monitoring Centre on Racism and Xenophobia (EUMC): http://eumc.eu.int/eumc/index.php

Forum der Kulturen Stuttgart e.V. (= Forum of Cultures) : http://www.forum-der-kulturen.de

Haus 49: http://www.haus49.de

Migration-Info: http://www.migration-info.de

Stuttgart City: http://www.stuttgart.de

United Nations: http://www.un.org

(All websites were last checked on 25 October 2005)

3.6   Berlin, Germany: State-Programme against Right Wing-Extremism, Xenophobia and Anti-Semitism

Literature

Addy, Nii. Rassistische Diskriminierung – Internationale Verpflichtungen und nationale Herausforderungen für die Menschenrechtsarbeit in Deutschland. Deutsches Institut für Menschenrechte, Berlin. 2005. Available online at: http://files.institut-fuer-menschenrechte.de/488/d42_v1_file_4318385f31b3d_Rassism_II_050830_Einzel.pdf (20 June 2005)

Bauder, Harald und Foertsch, Carsten. Integration und Ausgrenzung von Zuwanderern auf dem Berliner Arbeitsmarkt: Ergebnisse einer Umfrage. 2004. Available online at: http://www.uoguelph.ca/geography/faculty/bauder/bauder1.pdf (20 June 2005)

Committee on the Elimination of Racial Discrimination (CERD) (ed). Germany. Reports Submitted by State Parties under Article 9 of the Convention (CERD/C/338/Add.14). 2000. Available online at: http://www.unhchr.ch/tbs/doc.nsf/898586b1dc7b4043c1256a450044f331/fd67e7e77e41b00fc12569e7004c7be6/$FILE/G0043886.pdf (21 October 2005)

Der Beauftragte für Integration und Migration des Senats von Berlin (ed). Berliner Beiträge zur Integration und Migration. Tätigkeitsbericht des Integrationsbeauftragten 2003 – 2005. Der Beauftragte des Berliner Senats für Integration und Migration, Berlin. at p. 31. Available online at: http://www.via-bund.de/integrations-konzepte-landesebene/berlin/taetigkeitsbericht_intmig_03__05.pdf (20 June 2005)

Der Beauftragte für Integration und Migration des Senats von Berlin (ed). Berliner Beiträge zur Integration und Migration. Vielfalt fördern – Zusammenhalt stärken. Das Integrationskonzept für Berlin. 2005. Available online at: http://imperia7.berlinonline.de/imperia/md/content/sengsv/intmig/doku/integrationskonzept.pdf (20 June 2005)

Der Beauftragter für Integration und Migration des Senats von Berlin (ed). Integrationspolitische Schwerpunkte 2003-2005. Berlin. 2004. Available online under: http://www2.hu-berlin.de/osteuropa/Integrationspolitische_Eckpunkte.pdf (20 June 2005)

European Commission against Racism and Intolerance (ECRI) (ed). Third Report on Germany. ECRI, Strasbourg. 2004.

RAXEN National Focal Point Germany (ed). Germany: Analytical Report on Legislation. European Monitoring Centre on Racism and Xenophobia (EUMC), Vienna. 2004.

Landeskommission Berlin gegen Gewalt (ed). Berliner Forum Gewaltprävention Nr. 18. Rechtsextremismus, Fremdenfeindlichkeit, Antisemitismus. Programme, Maßnahmen, Projekte. 2004. Available online at: http://www.senbjs.berlin.de/jugend/landeskommission_berlin_gegen_gewalt/veroeffentlichungen/berliner_forum_gewaltpraevention_18/thema_bfg_18_2005.asp (20 June 2005)
(20 June 2005)

Ohlinger, Rainer und Raiser, Ulrich. Integration und Migration in Berlin. Zahlen-Daten-Fakten. Berlin. 2005. Available online at: http://www.berlin.de/imperia/md/content/sengsv/intmig/doku/zahlen_daten_fakten.pdf (20 June 2005)

Pfaffhausen, Jürgen. Ausländer in Berlin 2004 – eine kleinräumliche Betrachtung (Monatsschrift der Statistik Berlin 7/05). Statistik Berlin, Berlin. 2005.

Websites
City of Berlin: http://www.berlin.de

Antifasistisches Pressearchiv und Bildungszentrum Berlin e.v. (= Antifascist Press Archive and Education Centre Berlin): http://www.apabiz.de

Anti-Racist and Intercultural Information Centre ARIC Berlin: http://www.aric.de

Committee on the Elimination of Racial Discrimination (CERD):
http://www.unhchr.ch/html/menu2/6/cerd.htm

European Commission against Racism and Intolerance (ECRI): http://www.coe.int/t/E/human_rights/ecri

European Monitoring Centre on Racism and Xenophobia (EUMC): http://eumc.eu.int/eumc/index.php

HDB-Berlin: http://www.hdb-berlin.de (20 June 2005)

Landeskommission Berlin gegen Gewalt:
http://www.senbjs.berlin.de/jugend/landeskommission_berlin_gegen_gewalt/thema_landeskommission_berlin_gegen_gewalt.asp

Landesprogramm gegen Rechtsextremismus: http://www.berlin.de/sengsv/auslb/rex.html

Intercultural Mediation: http://www.mediationsbuero-mitte.de

MediationsBüro Mitte: http://www.mediationsbuero-mitte.de (20 June 2005)

Mobile Beratung gegen Rechtsextremismus (Mobile Counselling against Right Wing Extremism):
http://www.mbr-berlin.de

ReachOut: http://www.reachoutberlin.de

Representative of the Senate for Integration and Migration: http://www.berlin.de/sengsv/auslb/rex.html

Zentrum für Demokratische Kultur (= Society for a Democratic Culture): http://www.zentrum-demokratische-kultur.de

State Programme against Right Wing Extremism: http://www.berlin.de/sengsv/auslb/rex.html

Antirassistisch-Interkulrurelles Informationszentrum Berlin e.v.: http://www.aric.de 5)

(All websites were last checked on 24 October 2005)

3.7   Stockholm, Sweden: Anti-Discrimination Clause in Public Contracts

Literature

European Commission against Racism and Intolerance (ECRI) (ed). Third Report on Sweden. ECRI, Strasbourg. June 2005.

RAXEN National Focal Point Sweden (ed). Sweden: Analytical Report on Legislation. European Monitoring Centre on Racism and Xenophobia (EUMC), Vienna. 2004.

Websites

City of Stockholm: http://www2.stockholm.se/english

Committee on the Elimination of Racial Discrimination (CERD):

http://www.unhchr.ch/html/menu2/6/cerd.htm

European Commission against Racism and Intolerance (ECRI): http://www.coe.int/t/E/human_rights/ecri

European Monitoring Centre on Racism and Xenophobia (EUMC): http://eumc.eu.int/eumc/index.php

Stad Stockholms and Lindberg, Teres (ed). Equal Opportunities, Everybody's Responsibility – A Plan for Equality, Integration and Diversity. Stockholm. 2005. at p. 2+10. Available online at:

http://stockholm.se/files/93000-93099/file_93079.pdf (24 October 2005)

(All websites were last checked on 25 October 2005)

RACISM

RACISM RACISM

RACISM RACISM

RACISM RACISM

RACISM

European
Coalition of Cities
against Racism

**Study on measures taken by municipalities and
Recommendations for further action to
Challenge Racism through Education**

Commitment 8 of the Ten-Point Plan of Action

UNESCO

**United Nations Educational,
Scientific and Cultural Organization.**

European Coalition of Cities against Racism

Study on measures taken by municipalities and Recommendations for further action to *Challenge Racism through Education*

Commitment 8 of the Ten-Point Plan of Action

The

Study on measures taken by municipalities and

Recommendations for further action to

Challenge Racism through Education

Commitment 8 of the Ten-Point Plan of Action

was commissioned by

UNESCO, Department of Social and Human Sciences, Paris,

carried out by

the European Training and Research Centre for Human Rights and Democracy, Graz

and directed by Dr. Klaus Starl.

Authors and scientific staff:

Laurence Fillaud	Assessments, recommendations, Lyon
Gerlinde Kohlroser	Recommendations, interviews, Vienna, Berlin, Graz, London
Ursula Prinzl	Editing, scientific advice, legal background, Aberdeen
Klaus Starl	Project leader, interviews, synthetic analysis, recommendations, Berlin, Graz
Alexandra Stocker	Coordination, interviews, research on background information, Stuttgart
Nicole Thurn	Synthetic analysis, interviews, London, Graz

Executive Summary

Commitment 8 of the Ten-Point Plan of Action of the European Coalition of Cities against Racism requires the measures "*Challenging Racism and Discrimination through Education*". This point aims to improve the access to and enjoyment of all forms of education, as well as the promotion of education in mutual tolerance and understanding. To reach this goal, the members of the coalition have been called to undertake activities, elaborate strategies and establish relevant institutions to influence society and train attitudes, behaviour and skills within the population. They are called to find out causes for racist tendencies among their population and to involve all stakeholders, particularly parents and school officials.

As an external expert, the European Training and Research Centre for Human Rights and Democracy in Graz, Austria, (ETC Graz) was commissioned by UNESCO to carry out a study on the measures against racism already in place at a local level and serve as good illustration of "*Commitment 8*". A major source of information was the written material provided by the selected cities. Additional or missing information could be obtained through direct exchanges and/or interviews with officers responsible for the municipalities and some NGOs. The material should not to be considered as complete.

On the basis of the contributions sent in by the participating cities, the ETC assessed whether these actions/activities meet the objectives of Commitment 8. The authors used the following criteria to make this assessment: Does the action undertaken contribute to a) the improvement of access to education and promote equal opportunities; b) the impact of educational measures on individuals (potential victims and offenders) and on the atmosphere at school and in society.

The following recommendations are derived from the eight selected measures documented in Chapter II, and the analysis on their "replicability" in Chapter III. The 12 recommendations explicitly or implicitly refer to the replicable documented measures. Where "replicability" requires specific conditions, or it is recommended to fulfil these conditions firstly, i.e. structural and institutional conditions, these are stated.

The 12 recommendations are addressed to municipalities in Europe irrespective of their current membership in the European Coalition of Cities against Racism. As already mentioned the recommendations focus on meeting the requirements of *Commitment 8*, challenging racism through education.

Klaus Starl
Graz, November 2005

Table of Contents

I   Introduction

1   *Goals*

The ultimate goal of this research is to provide recommendations for policy makers on how to set up successful strategies against racism concerning access to education and to implement specific programmes to combat racism through education in any given municipality. This can be derived from the goals of a *Coalition of Cities.* This was established to allow cities to learn from each other; apply successful policies in the fight against racism; to save resources for drafting new strategies and to avoid misleading strategies.

To pursue this goal there will have been selected representative examples of good practice, initiated or run by city governments. This may include specific measures, procedures, projects or campaigns as well as special institutions, specialised bodies or authorities in various European cities. It is important to state that cities' capacities for educational measures are limited by the respective national legal framework as well as the budgetary capacities.

To formulate recommendations, it is necessary to analyse the collected examples in regard to institutionalisation of strategies, its mission, focus and task, measures' scope and range. It is necessary to categorise the examples' applicability concerning the size of the respective cities, the composition or diversity of population and the degree of geographical and social segregation of cultural minorities. This will be part of the synthetic analysis.

Under the given limitations an impact evaluation should focus primarily on the assessment of whether the implemented measures are appropriate to the goals and secondly whether they show a societal impact. Due to the very limited timeframe in which the study was carried out, and that statistical data on these impacts is rarely found, the impact evaluation has clear limitations.

The sections "*Results, Assessment and Classification*" describe the respective measures of evaluation taken by the cities at the beginning. Then the authors present their estimation of the measures and the circumstances they are facing, all in regard to finding the necessary level of abstraction to formulate the analysis for "replicability".

Whenever the terms "race" and "racism" are used in this study they are used either as quotations of material and literature or with regard to the definitions of:

    a) the UNESCO Declaration on Race and Racial Prejudice, 1978

    b) the UN Covenant on the Elimination of Racial Discrimination, 1965 and

    c) the ECRI General Recommendation 7 on National Legislation against Racism and Racial Discrimination, Council of Europe, 2002.[1]

It is presumed that the considered literature shares the same understanding of these terms and therefore interprets the statements accordingly.

2   *Research Methods*

Firstly, a framework for the selection of examples and cities was defined. The parameters of this framework concern membership in the coalition of cities, representativity, diversity of population, geographical area and legal framework. These parameters should assure that the cities and measures selected as well as the selection as a whole, are representative of Europe's diversity.

Then the collected examples were documented. The collection was made by direct contact of municipally responsible authorities, by researching the cities' websites and by research on literature and previously conducted studies. The documentation is narrative and was intended to be free of any comments or interpretations of the available information. The documented measures are categorised according to their potential impact on sustainability into "projects, single actions and campaigns", "policies" and "institutions". Projects are one-time events which are not explicitly embedded in a policy strategy. They have a duration of up to 12 months and are not expected to have a long-term impact. The authors definition of policies or strategies is considered or declared as overall concepts to tackle racism through a variety of measures. They need well defined goals and concrete plans to reach them. However, they do not need to be implemented yet. They are considered as a way towards a less discriminating society. Strategies are the basic structure of a successful policy against racism. The third category summarises institutions. Institutions are structures and capacities of a municipality, which are installed according to an agreed strategy. Institutions are visible implementations of the strategy. Institutions ensure the effectiveness of and are a way to express the sustainability of a strategy against racism. They have the best chance of a long-term impact on society.

---

[1] The authors and the ETC Graz reject any theories on the existence of races.

A catalogue of crucial questions which have different functions will be defined: firstly it serves to make the data accessible for comparison; secondly it gives the starting point for the synthetic analysis and thirdly it is the basis of the assessment whether the documented measures are replicable in other cities or under various conditions.

In step four we will analyse the measures and initiatives taken by the municipalities in regard to the applicability in different contexts. On the one hand policies against barriers in the access to education and poor school performance of migrant children and children belonging to minorities will be analysed. On the other hand, policies as strategies of combating racism within and through education will be highlighted.

The questions raised are:

1. **Content and policy-related questions:**
   ➢ Does the city have an established mission statement and legal directives against racial discrimination in education?
   ➢ What kind of measures has the city taken to overcome barriers for pupils endangered by racism in a broader sense in the education system?
   ➢ Does the implementation of anti-discriminatory measures occur voluntarily or is it based on the background of international and national legislation?
   ➢ Who is responsible for the successful implementation?
   ➢ Do the policies have a positive impact on combating racism and racial discrimination in the education system?
   ➢ Who is funding this and are resources and budget adequate to fulfill the tasks?

2. **Institutionalisation:**
   ➢ What are the methods and approaches to eliminate barriers in access to and concerning education against racism and discrimination?
   ➢ Are all areas of the educational sector addressed or are there specific focuses (schools, higher education, etc)?
   ➢ How are the results further proceeded?
   ➢ Are there monitoring and evaluation procedures to measure the impact, both on the measures itselves and the society?

Because of the very wide field of education the study will concentrate on the primary and secondary school level and the opportunity for careers.

The assessment comprehends interviews with authority officials and representatives of NGOs, available statistical data and reports. To prove its' applicability, the study will focus on the specific conditions under which the measures are taken and focused on.

The suggested recommendations will be a derivation of the synthetic analysis. Suggestions will be made considering institutions, responsibilities, feedback mechanisms, funding and impact evaluation. They are intended to follow approved concepts of the Council of Europe policy recommendations (ECRI) and other literature concerning good practices in combating racism and discrimination through education (see Chapter V).

The focus of the study is drawn to municipal, governmental institutions and measures. The in depth dimension is clearly limited by time and resource restrictions of the said project. Particularly the availability of data is a limitation which can not be influenced by the authors.

3   Selection of Data and Selection of Cities

The European Coalition of Cities against Racism was founded in December 2004.
The study was conducted between March and October 2005. The collection and documentation of examples was completed by August 2005. As the conference in Nuremberg in September 2005[2] showed, certain cities have introduced very dynamic processes to implement the Ten-Point Plan of Action. It was, however, not possible for this study to consider either all these developments nor new or improved strategies. A follow up is urgently needed to evaluate the impact of the Ten-Point Plan of Action and the related actions of the coalition's steering committee. This was also suggested by the experts and working groups at Nuremberg (see footnote 2).
Therefore the study essentially concentrates on what had been done or initiated before joining the coalition. It reflects the initial condition of European cities' fight against racism regarding the coalition.

---

[2] "Living together – The European Coalition of Cities against Racism"; Nuremberg, Sep 23, 24, 2005; for details see: **Stadt Nürnberg, Menschenrechtsbüro**: www.menschenrechte.nuernberg.de.

As described under Point 2 the collection of data is realised firstly by direct contact with city officials to request the provision of material and data. Based on the pre-selection of cities additional research was carried out on measures and activities taken by NGOs initiated or funded by the municipalities. Research on the good practices of any European cities in and outside the coalition was carried out, in order to get a comprehensive overview and broader comparison.

In order to ensure the representativeness of the selection a framework was defined. The parameters for the selection are the population figure, the geographical area, composition and size of the cities' population, historical and social background of immigration for example, economic situation, political structure and the legal context as the legislative powers a city has. The membership in the "Coalition" and the applicability of EC law are considered as important parameters as well as the state of ratification of regional or international human rights documents by the respective national governments. These parameters will also be used in the synthetic analyses to make the measures comparable.

After researching concrete measures taken by cities the catalogue of measures could be defined and the selection was made by combining the pre-selection of cities with the selection of measures. The study documents measures of the following cities (in alphabetical order): Aberdeen (Scotland), Berlin (Germany), Graz (Austria), London (UK), Lyon (France), Stuttgart (Germany) and Vienna (Austria). London is member of the coalition, Berlin, Lyon, Vienna and Graz have expressed their intention to join the coalition, and Aberdeen and Stuttgart were chosen because of their interesting activities. Even though the selection might not be representative in terms of geography and nationality, the described measures are considered to meet the requirements of representativeness.

However, the selection gives examples of cities with a wide range of size in terms of inhabitants (Graz – London) and with an opposing system of legislative and administrative competences (Berlin, Vienna – Lyon, Graz). The examples vary in their intended impact perspectives and use of instruments and means to achieve the goal, challenging racism through education.

4   Structure of the Study

After the introduction, Chapter II follows with the documentation of the measures taken by the selected cities with respect to Commitment 8 of the Ten-Point Plan of Action edited by UNESCO. The chapter is divided into the sections "Single Actions and Campaigns", "Policy Strategies" and "Institutions". This structure already provides the first categorisation as a parameter for assessment and analysis. Within these sections the selected measures are described. Again, there are three subsections "*Description*", "*Background Information*" and "*Results, Assessment and Classification*". The section "Description" contains documentation referring to the material in hand without any interpretations by the authors. The "Background information" provides general facts or details and the particular conditions of each city as an input for the synthetic analysis. This includes information about the cities' history, the legal status and system in which it is embedded, the socio-economic situation and the specific circumstances leading to the described measures. The section "Results, Assessment and Classification" mentions firstly, the available evaluation carried out by the responsible authorities, NGOs or others, and secondly, an evaluation and first assessment made by the authors of the study. This is seen as a preparation for the synthetic analysis. The fourth section contains the summaries of the conducted interviews with city officials.

Chapter III can be seen as the core part of the research which deals with the analysis of the measures. In the first section the analytical framework is presented by discussing the parameters for the assessment of the "replicability" of the actions taken (or planned). In the second section the measures will be analysed regarding their applicability in any other city.

The outcome is processed further in Chapter IV which elaborates the "Policy Recommendations" with respect to "Commitment 8".

Chapter V contains the underlying legal framework, considered literature and material used for the documentation.

Coalition of Cities against Racism
Research structure

Goal and
Objective

Set of Policy
Recommendations

Framework for
systhetic analysis → Analysis of measures

by authorities
NGOs or
others

Impact
assessment ↔ Evaluation   by authors

Empirical
Descriptive

Documentation of
measures

structured
according to
sustainability

Research,
Identification and
Selection of sources
and measures
Selection of Cities → Selection
of Cities
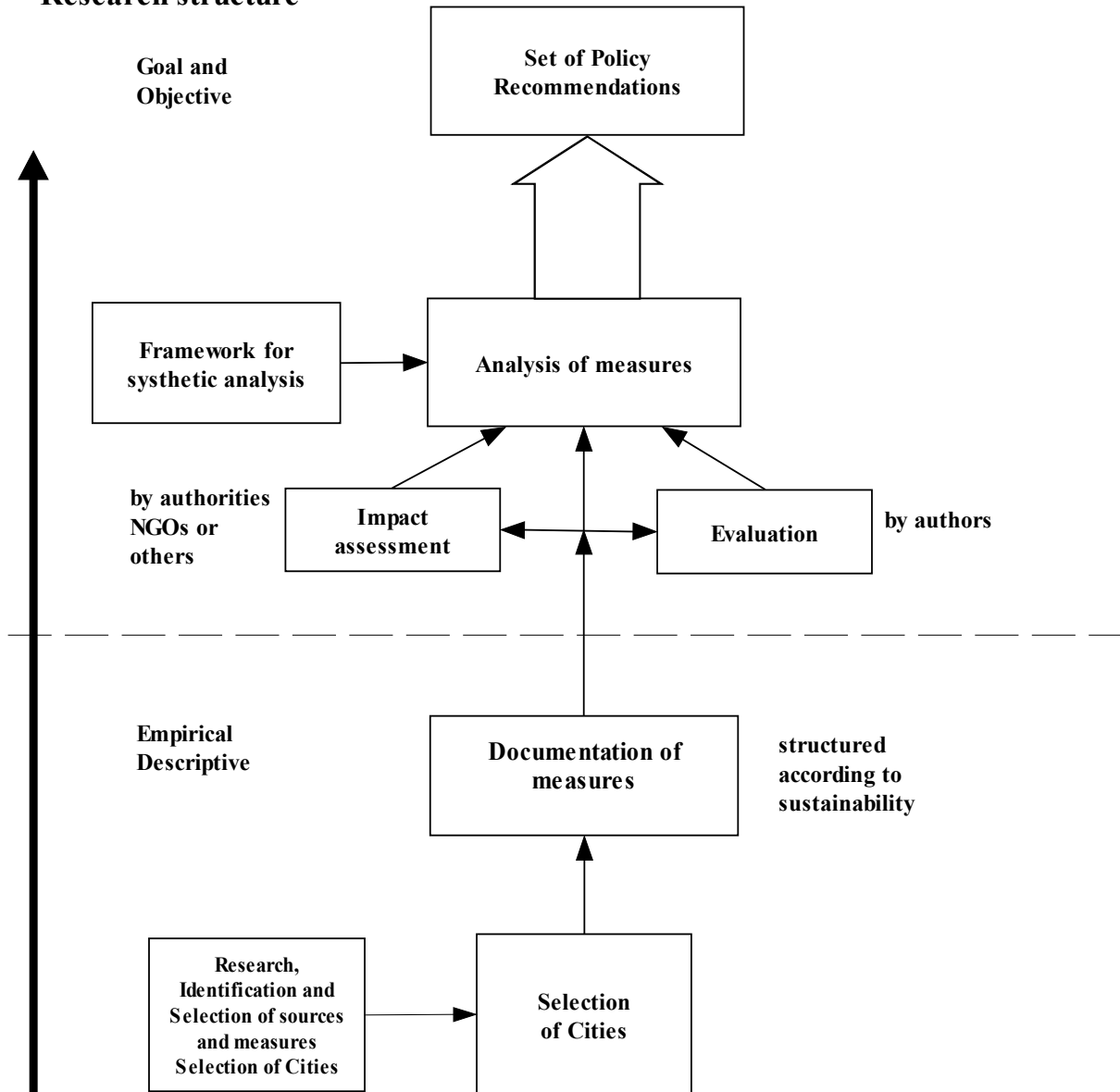
II   Collection and Documentation of Examples

According to the sustainability of the undertaken measures the documented examples are structured as

1. Projects, single actions or campaigns
2. Strategic policy concepts and
3. Institutions including capacity building.

This study refers to two issues concerning the relationship between racism and education. Firstly, the access to education as a potential for discrimination and exclusion of "ethnic", cultural and religious minorities will be highlighted. Secondly, the study will focus on education as a means to combat racism and discrimination. As this field is very complex the analysis concentrates on primary and secondary education and the distribution of career opportunities, which is equivalent to compulsory education plus advanced classes that end with a school-leaving certificate (or high school diploma) entitling pupils to join higher education.

In this context, "racism" is regarded as a complex phenomenon that

"(...) includes racist ideologies, prejudiced attitudes, discriminatory behaviour, structural arrangements and institutionalized practices resulting in racial inequality as well as the fallacious notion that discriminatory relations between groups are morally and scientifically justifiable; it is reflected in discriminatory provisions in legislation or regulations and discriminatory practices, as well as in anti-social beliefs and acts; it hinders the development of its victims, perverts those who practise it, divides nations internally, impedes international co-operation and gives rise to political tensions between peoples; it is contrary to the fundamental principles of international law and, consequently, seriously disturbs international peace and security".[3]

According to the "International Convention on the Elimination of all Forms of Racial Discrimination" (ICERD) the term "racial discrimination" is defined as

"any distinction, exclusion, restriction or preference based on race, colour, descent, or national or ethnic origin which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise, on an equal footing, of human rights and fundamental freedoms in the political, economic, social, cultural or any other field of public life".[4]

---

[3] **General Conference on the UNESCO (ed).** Declaration on Race and Racial Prejudice. 1978. at Art. 2, 2. Available online at: http://portal.unesco.org/en/ev.php-URL_ID=13161&URL_DO=DO_TOPIC&URL_SECTION=201.html (25 June 2005)
[4] **General Assembly (ed).** International Convention on the Elimination of all Forms of Racial Discrimination (ICERD). 1965. at Art. 1, 1. Available online at: http://www.unhchr.ch/html/menu3/b/d_icerd.htm (25 June 2005)

Concerning the field of education, the UNESCO Convention against Discrimination in Education defines "discrimination" as follows:

"(...) the term 'discrimination' includes any distinction, exclusion, limitation or preference which, being based on race, colour, sex, language, religion, political or other opinion, national or social origin, economic condition or birth, has the purpose or effect of nullifying or impairing equality of treatment in education and in particular:
- *Of depriving any person, or group of persons, of access to education of any type or at any level;*
- *Of limiting any person or group of persons to education of an inferior standard;*
- *Subject to the provisions of article 2 of this Convention, of establishing or maintaining separate educational systems or institutions for persons or groups of persons; or*
- *of inflicting on any person or group of persons conditions which are incompatible with the dignity of man"*[5].

1. Discrimination Related to the Access to Education

According to Art 1 Convention against Discrimination in Education two important distinctions can be made. Firstly, the formal distinction between direct and indirect discrimination is introduced. Secondly, free access to education is seen in the absence of barriers in the direct access to education, the fair chance to reach any standard of education or one can call it the right to access to high-quality education and the absence of barriers to careers.

Direct discrimination in education takes place when individual cases of discrimination and racist acts and practices are carried out. In the educational system, this concerns teachers and peers who act in a racist manner, are racially violent or act intimidating on racial prejudices. Indirect measures of discrimination are more difficult to uncover.

"Indirect discrimination should be taken to occur where an apparently neutral provision, criterion or practice would put persons of a racial or ethnic origin at a particular disadvantage compared with other persons, unless that provision, criterion or practice is objectively justified by a legitimate aim and the means of achieving that aim are appropriate and necessary".[6]

A range of indicators for "indirect" discrimination in relation to the access to education can be highlighted. Firstly, the over-representation of pupils with "ethnic" background in schools with lower demands as well as in special education have to be mentioned. This segregation of

---

[5] **General Conference of the UNESCO(ed).** Convention against Discrimination in Education. 1960. Art. 1, 1. Available online at: http://www.unhchr.ch/html/menu3/b/d_c_educ.htm (25 June 2005)
[6] **The Council Directive 2000/43/EC** (Art. 2, 2(b)): http://europa.eu.int/eur-lex/pri/en/oj/dat/2000/l_180/l_18020000719en00220026.pdf (25 June 2005)

children with "ethnic" background in schools is often a consequence of geographical segregation. The social and economic status of families with "ethnic"-minority and/or "migrant" background is often lower than average status of members of the majority population which leads to settlement in "cheaper" districts of a city. Another indicator for structural discrimination is early and higher drop-out rates and underachievement of these pupils. In that case, it must be admitted that the effect of discrimination is hard to measure as various factors can play a role, such as the socio-economic background of the pupils, the educational background of their parents, their motivation to learn and sometimes certain cultural values. Underachievement can also be a consequence of experienced discrimination, low self-esteem, low expectation of teachers etc.

A further indicator is the direct exclusion from schools on grounds of cultural or "foreign" background or limited admission to schools on grounds of "ethnic" origin or colour. For example, the fact that certain cultural practices – such as the wearing of a headscarf - are seen as incompatible with the dominant culture can lead to harassment and exclusion.

A crucial aforementioned point is segregation. The segregation of "ethnicities" or "migrants" in living quarters can lead to a more obvious restriction in the access to education, if national or local legislation determines the choice of a school by the district. Schools located in "migrant districts" often have a "poor" reputation which also may have an effect on later job opportunities. Schools in districts with a high concentration of "ethnic minorities" can show a lower educational standard than in districts with higher socioeconomic status. Vice versa, schools with lower standards often show an over-representation of pupils with migration background. Furthermore, the segregation in schools and the existence of "ethnic classes" leads to a marginalisation of "racialised" groups and interferes the development of an integrated society.

A further indicator is the placement of pupils with "ethnic" background in lower than age-appropriate grades, because the practice to place pupils with migration background into classes that are under the age-appropriated level can have a demoralising effect and can lead to higher drop-out rates among these pupils.

Also, the absence of compensatory courses for "immigrant" children, such as language courses and mother tongue education, has an impact on higher drop-out rates or underachievement.[7]

2. Education as an Instrument to Combat Racism

In the last 20 years, various approaches in education have been developed in most European countries, above all the UK. These are designed to fight against racism in education in a more or less direct way.

Some approaches explicitly define their goals in combating racism, others include it as one of several goals or embed it implicitly in a system of values.

The following comments concentrate on two essential approaches of the recent academic debate that can be helpful in the fight against racism and discrimination in education.

Multicultural Education and Anti-Racist Education

In the multicultural and anti-racist education the pupils' preparation for a culturally and ethnically diverse society has priority. Therefore programmes and practices should be developed with the goal to impart the pupils with knowledge, skills and values that are necessary to participate successfully and to form a positively multicultural and anti-racist society. Apart from that, the approach to different ethnicities or cultures is a necessity for a peaceful daily routine in schools. Racist attitudes and practices in the school systems are leading to failure or poor performance of minorities in schools, which should be avoided.

Although it is necessary to find a nexus between multicultural and anti-racist education, there is a theoretical distinction between them. Multicultural education

"…views racism as misunderstanding and ignorance, it overemphasises the personal aspects and neglects the political dimensions and the power structures. Anti-racist education in contrast, sees conflict as central with dominant values being imposed on disempowered unvalued groups. Anti-racism education takes as its starting point, an examination of the ways in which cultural differences are used to entrench inequality. The prime concern of anti-racism initiatives is with systemic discrimination in all its forms. The distinctions in the literature with multicultural education are subtle and often the interventions at local level may be the same, but anti-racist education represents a strengthening and deepening of concern with the influence of the inequality in power between different cultures on education outcomes. It is, in some ways, a reaction to the integrationist view that focuses attention on

---

[7] **European Monitoring Centre on Racism and Xenophobia (EUMC) (ed).** Comparative Report: Migrants, Minorities and Education. Documenting Discrimination and Integration in 15 Member States of the European Union. EUMC, Vienna. 2004. at p. 53. / **European Monitoring Centre on Racism and Xenophobia (EUMC) (ed).** Annual Report 2003 / 2004. Racism and Xenophobia in the EU Member States - Trends, Developments and Good Practice. EUMC, Vienna. 2004. at p. 111.

remediation of psychological and academic variables affecting indigenous and ethnic minority groups rather than the living and working conditions that underlie poor education outcomes. The notion of anti-racism education gives prominence to examining social inequities, which contribute to differences in educational outcomes of populations and sub-populations, such as indigenous people and minority ethnic groups."[8]

Citizenship Education

The fight against racism goes hand in hand with the promotion of a society that actively encourages integration and full participation for all. Citizenship education goes beyond the concept of civics which puts emphasis on students acquiring information and knowledge about democratic institutions and practices within their own national, regional and local contexts. Learning for active citizenship incorporates cultural, economic, political and social dimensions; it stresses innovative and participatory teaching and learning methods and places a commitment to core humanist values, such as democratic culture, humanitarianism, social justice, respect and tolerance for diversity and difference, at the centre.

Citizenship education is designed to encourage pupils to become responsible citizens, capable of contributing to the development and well-being of the society in which they live. The EURYDICE-Report about "Citizenship Education in Schools in Europe" stresses three key themes. Citizenship education is normally meant to "*guide pupils towards*

(a) political literacy,

(b) critical thinking and the development of certain attitudes and values and

(c) active participation"[9].

To force the political literacy following the goal to improve the knowledge on national and international politics and the constitutions, on human and civil rights and responsibilities, and on the other side to understand the conditions for a harmonious and peaceful co-existence which has a special importance in heterogeneous societies, as well as to develop an understanding for social problems, to be more sensitised for the cultural and linguistic diversity of their own and other societies.

Critical thinking is one of the most important skills for active participation in public life, to respect and recognise the fellow men of society, to improve the understanding and acceptance

---

[8] **Racism. No Way (ed).** International Anti-Racism Approaches. Available online at: http://www.racismnoway.com.au/cgi-bin/printversion/printversion.pl?conf=conf.xml&file=/strategies/international/index-Linkages.html (30 June 2005)

for different views, for a responsible life together (co-existence) in society. The following goals should be to strengthen the solidarity within the fellow men and to solve conflicts peacefully, as well as to find strategies against racism and xenophobia in society.

These two skills will lead to an improvement in the active participation of pupils, which enables them to get involved in a community (on different levels: school, local, national, international level) and gives them the opportunity to shape the environment. The active participation of pupils gives them the opportunity to personally practice democracy and to engage with and for others.[10]

Education for citizenship includes the fight against racism within a scheme of values that aim for a peaceful life together. It includes the notions of egalitarian citizenship, that is, the rejection of discrimination and prejudice based on gender and ethnicity, and intercultural citizenship, the valuing of diversity and openness for a pluralist world.[11]

---

[9] **Eurydice (ed).** Citizenship Education in Schools in Europe. Eurydice European Unit, Brussels. 2005. at p. 10. Available online at: http://www.eurydice.org/Documents/citizenship/en/FrameSet.htm (25 June 2005)
[10] **Eurydice (ed).** Citizenship Education in Schools in Europe. at p. 10.
[11] **European Commission (ed).** Accomplishing Europe through Education and Training, Study Group on Education and Training, Luxembourg. 1997.

1   Single Actions and Campaigns

1.1   Intercultural Trainings for Pupils (of Secondary School) for the Improvement of Social and Personal Skills, Stuttgart

Stuttgart is the capital of the federal state Baden-Württemberg situated in south-west Germany with a population of approximately 590.000. People from more than 170 different nations live in the city, with a foreign population of 22,6 % (2003).

The measure was chosen as an example of extracurricular education activity which uses multi-cultural education against racism and discrimination and involves both pupils and teachers.

1.1.1   Description

A basis for a peaceful, solitary and intercultural atmosphere should be established at school through intercultural trainings. Attention is given to intercultural and migration specific topics. Pupils intensify their ability to communicate and develop conflict resolution strategies through different training methods. Prejudices and fears in terms of "strangers" and "other" behaviour should be diminished, personal and social skills should be strengthened. In general the training contributes to the adoption of a more sensitive handling among pupils, which results in an improved friendlier classroom atmosphere.[12]

In the school year 2003/2004 the City Youth Ring Stuttgart e.V.(SJR) in cooperation with the Peace School Stuttgart accomplished the pilot project "Intercultural Trainings for Pupils for the Improvement of Social and Personal Skills". The project was funded by the (state) Ministry of Culture, Youth and Sports of the federal state Baden-Württemberg and should provide a basis for further trainings in different schools in an exemplary way.[13]

The SJR, as umbrella association of all kinds of youth associations in Stuttgart, is a member in municipal, state- and nationwide committees. The most important partners for the SJR are the Municipal Council, the Administration and the Youth Welfare Office Stuttgart.[14]

---

[12] **City Youth Ring Stuttgart**: http://www.sjr-stuttgart.de/interkulturelles_schultraining/index.html (7 June 2005)

[13] **City Youth Ring Stuttgart**: http://www.sjr-stuttgart.de/interkulturelles_schultraining/index.html (7 June 2005)

[14] **City Youth Ring Stuttgart** http://www.sjr-stuttgart.de/wir_ueber_uns.html (25 June 2005)

The project results from the very heterogeneous population structure of Stuttgart. People from more than 170 different nations live in the city, which is reflected in the multi-ethnical, multi-cultural and multi-religious character of most schools. Thus multinational composition of pupils arises, for instance, in the Peace School Stuttgart which is comprised of 33 different nationalities. This existing diversity should be used as an opportunity to foster intercultural learning and strengthen intercultural skills.[15]

In general the goals of the project are defined as follows:[16]

➢ Intercultural learning is intensified purposefully through intercultural trainings.

➢ The ability to communicate and conflict resolution strategies are further tested and learned.

➢ Self perception concerning "prejudices and stereotypes" is encouraged, in order to diminish prejudices, fears and uncertainty.

➢ Personal and social skills are improved by individual and group reflection.

➢ The inclusion of the teaching staff in the preparation, realisation and evaluation of the trainings strengthens the initiative and the sustainability of the project.

➢ In the intercultural workshop teachers themselves experience the effect of the exercises and gain insight into the contents and methods of the training, which enable them to act as contact persons for intercultural topics in the class.

The target groups are essentially the pupils and the teaching staff. The pilot project in the Peace School addressed 44 pupils in two classes of the 5th level of education, where the composition of pupils is representative in order to multi-ethnic, multi-national and multi-religious characteristics. Reasons for the selection of this age group were on the one hand the new formation of the class community in this level of education and on the other hand the beginning of secondary school. The training provides a basis for the following school years where intercultural topics should be integrated in everyday life at school.

The project scheme varies depending upon the target group (age-, group- and gender specific characteristics are considered).[17]

The project is divided into four sections:[18]

---

[15] **City Youth Ring Stuttgart:** http://www.sjr-stuttgart.de/interkulturelles_schultraining/friedensschule.html (7 June 2005)

[16] **City Youth Ring Stuttgart:** http://www.sjr-stuttgart.de/interkulturelles_schultraining/inhalt_%20und_ziele.html (7 June 2005)

[17] **City Youth Ring Stuttgart:** http://www.sjr-stuttgart.de/interkulturelles_schultraining/zielgruppe.html (7 June 2005)

[18] **City Youth Ring Stuttgart:** http://www.sjr-stuttgart.de/interkulturelles_schultraining/inhalt_%20und_ziele.html (7 June 2005)

(1) Establishment of contact to the form teachers, arrangements concerning procedure, contents and dates

(2) Performance of the intercultural workshop for the teaching staff

(3) Performance of the trainings in the respective classes (per class 6 units á 3 teaching units + 1 preparation unit)

(4) Final session

Workshop for Teaching Staff[19]

Contents:

The workshop is arranged with the respective school at the beginning of the project and lasts between one to three afternoons. The teachers get a general idea of the contents and the procedure of the project and develop solution strategies concerning intercultural topics at school, which should be integrated into the instruction.

Methods:

➢ Exercises for sensitisation and self-awareness

➢ Role plays / Simulation exercises

➢ Team-works

➢ Theoretical inputs

➢ Group reflection

Intercultural Training for Pupils[20]

Contents:

After dealing with context-related questions and exercises in the preparation unit, the pupils begin the actual training. This is divided into four days and deals with topics such as the ability to communicate, self-analysis, perception of others, identification of similarities and differences in the group, prejudices and stereotypes.

Methods:

➢ Exercises for sensitisation and self-awareness

➢ Meditation

➢ Free and creative work

➢ Exercises supporting group identification and group work

---

[19] **City Youth Ring Stuttgart:** http://www.sjr-stuttgart.de/interkulturelles_schultraining/projektsequenzen.html (7 June 2005)

[20] **City Youth Ring Stuttgart:** http://www.sjr-stuttgart.de/interkulturelles_schultraining/projektsequenzen.html (7 June 2005)

➢ Role plays

➢ Reflection (e.g. evaluation, expression of desires and resolutions for the future)

Final session[21]

All pupils and teachers participating in the project take part in the final session. Contents and experiences are highlighted, outputs are presented and issued in the school.

Methods:

➢ Meditation with reflections and impressions over contents

➢ Group work

➢ Free and creative work

➢ Final presentation of the group works

➢ Reflection

1.1.2 Background Information

In order to grasp the project for an intercultural training for pupils the historical, social and legal background of Germany, in specific Stuttgart, has to be considered.

1.1.2.1 Historical and Social Background

Stuttgart was originally founded in the 10th Century and became a city in the 13th Century. Since 1977, Stuttgart has been the capital of the federal state of Baden-Württemberg. Today, with approximately 600.000 inhabitants, Stuttgart is the 6th largest in Germany. The city is known for its high-tech industry (e.g. Daimler-Chrysler, Porsche, Bosch, IBM) and is one of the most powerful industrial towns of the Federal Republic of Germany employing around 440.000 people.[22]

The EUMC's 2004 Analytical Report on Legislation in Germany exhibits a total of 7,3 million foreign nationals living in Germany at the end of 2002 (this makes up approximately 8,9 % of the overall population, which amounts to more than 82.5 million inhabitants). 59 % of the foreign population have been living there for more than ten years. Turkish nationals

---

[21] **City Youth Ring Stuttgart:** http://www.sjr-stuttgart.de/interkulturelles_schultraining/projektsequenzen.html (7 June 2005)
[22] **City of Stuttgart:** http://www.stuttgart.de/sde/menu/frame/top_11089_11101.htm (under Stadtgeschichte) (5 September 2005)

form the largest group of non-German inhabitants (26 %), followed by Italians and nationals of the former Yugoslavia. The large number of naturalized persons should be mentioned. This is not considered in the statistical data and therefore causes a distorted picture. Between 1995 and 2002, the rate of naturalizations has more than doubled. This can be attributed to the (amended) Nationality Law from January 1st 2000 and enables migrants to acquire German citizenship more easily.

In general migration in Germany has been influenced by several factors, such as the fall of the "Iron Curtain", the civil wars in the former Yugoslavia and labour migration. Consequently, different types of migrants can be found in Germany, depending on their legal status and residence title: EU-international migrants, labour migrants, asylum seekers and quota refugees, ethnic German immigrants ("Aussiedler").[23]

The same applies for Stuttgart. Its population structure shows a declining populace. Thus, since the 60's foreign workers have been recruited to compensate the existing manpower shortage, resulting from declining birth rates, as well as from the moving of inhabitants to the suburbs.[24] The recruitment of foreign workers was stopped in November 1973. Nevertheless the foreign population increased because of family reunification.[25]

In the year 2003 the proportion of foreigners in Stuttgart reached 22,6 %. Turkish citizens form the largest group of the foreign population, followed by Greeks, Italians and Croatians.[26] With regard to the religious diversity, apart from Protestants (200.000) and Catholics (160.000), many other religious communities exist according to Stuttgart's multicultural society, of which the Islamic persuasion represents the largest group.[27]

In June 2005 the unemployment rate was 9,9 % (6,8 % Region Stuttgart, 6,9 % Baden-Württemberg), which is by no means the highest in comparison with other cities/regions in

---

[23] **National Focal Point of the European Monitoring Centre on Racism and Xenophobia (EUMC) (ed).** Germany: Analytical Report on Legislation. EUMC, Vienna. 2004. at pp. 11+49.

[24] **Stabsabteilung für Integrationspolitik (ed).** Ein Bündnis für Integration: Grundlagen einer Integrationspolitik in der Landeshauptstadt Stuttgart. August 2004. at p. 9. Available online at: http://www.stuttgart.de (under Politik und Verwaltung/Puplikationen/E/Ein Bündnis für Integration) (14 June 2005)

[25] **Bundesministerium des Inneren, Referat Öffentlichkeitsarbeit (ed)**. Zuwanderung - das neue Gesetz. 2005. at p. 6. Available online at: http://www.bmi.bund.de/cln_028/nn_122688/Internet/Content/Broschueren/2005/Zuwanderung__-__das__neue__Gesetz__Id__95217__de.html (6 September 2005)

[26] **Stabsabteilung für Integrationspolitik (ed)**. Ein Bündnis für Integration: Grundlagen einer Integrationspolitik in der Landeshauptstadt Stuttgart. at p. 9.

[27] **City of Stuttgart:** http://www.stuttgart.de (under Stadtporträt/Kirchen) (6 September 2005)

Germany.[28] Foreign nationals are above averagely affected by unemployment (19,9 % in 2003).[29]

Situation of Immigrated Children in Germany and Stuttgart

The majority of children of non-German nationality came from families of migrant workers from Southern European countries, Turkey and North Africa (Morocco, Tunisia) until the 1980s. As a result, since then there is greater diversity of nationality and language at school. The areas where most immigrants live in concentrated numbers, are the city states of Berlin, Bremen and Hamburg, but also in other conurbations like Stuttgart, due to the industrial areas.[30]

Turkish nationals represent the biggest group of Germany's foreign population (1,8 million).[31] Thus most immigrated young people in German schools are of Turkish origin (43,4 % of all Non-Germans), followed by children from Member States of the European Union other than Germany (Italian children 7,9 %, Greek children 3,7 %). The second largest group from outside the European Union is made up of children from the former Yugoslavia (7,2 %). (data from 2001).[32]

People of Turkish nationality or origin are proportionally most strongly affected by unemployment and exhibit a declining education quota. The quota of Turkish children, who visit secondary school and grammar school, is the lowest compared with pupils of other nationalities.[33] In general in the school year 2002/2003 the portion of pupils of non-German nationalities in primary schools in Stuttgart averaged 36,9 %. In 2002 54,8 % non-German pupils started secondary school and only 20,1 % German pupils. On the other hand, 52,4 % German versus 18,4 % non-German pupils attended grammar school. The percentage of immigrant children attending special needs school is much higher than that of German children.[34]

---

[28] **City of Stuttgart:** http://www.stuttgart.de (under Politik und Verwaltung/ Statistik und Wahlen/ Statistik Gesamtstadt/Arbeitsmarkt/Arbeitslose im Großstadtvergleich) (26 October 2005)

[29] **Stabsabteilung für Integrationspolitik (ed)**. Ein Bündnis für Integration: Grundlagen einer Integrationspolitik in der Landeshauptstadt Stuttgart. at p. 12.

[30] **Eurydice(ed)**. Integrating Immigrant Children into Schools in Europe. Germany: National Description. Eurydice, Brussels. 2003/04.at p. 3. Available online at: http://www.eurydice.org/Documents/Mig/de/frameset_immigrant.html (24 June 2005)

[31] **Statistisches Bundesamt Deutschland:** http://www.destatis.de/basis/d/bevoe/bevoetab10.php (14 June 2005)

[32] **Eurydice(ed)**. Integrating Immigrant Children into Schools in Europe. Germany: National Description. 2003/04. at p. 3.

[33] **Bildungsoffensive für türkischsprachige Menschen in der Region Stuttgart:** http://www.bildungsoffensive-stuttgart.de (under Jahresbericht 2003-2004) (21 June 2005)

[34] **Stabsabteilung für Integrationspolitik (ed)**. Ein Bündnis für Integration: Grundlagen einer Integrationspolitik in der Landeshauptstadt Stuttgart. at p. 14.

1.1.2.2 International, Regional and National Legal Background[35]

International and Regional Legal Background

The table below gives a brief overview of relevant anti-discrimination mechanisms in Germany on the international and regional level:

	Year of Joining/Signature/Ratification
European Union	founding member
Council of Europe	1950
UN	1973
ECHR	ratified 1952
ICERD	ratified 1969
International Covenant on Economic, Social and Cultural Rights (CESCR)	ratified 1973
Convention Against Discrimination in Education	ratified 1968
International Convention on the Protection of the Rights of all Migrant Workers and Members of their Family	not yet signed
European Social Charter	ratified 1965
European Convention on the Legal Status of Migrant Workers	signed, not yet ratified 1977
European Convention on Nationality	ratified 2005
European Convention for the Participation of Foreigners in Public Life at Local Level	not yet signed
Framework Convention for the Protection of National Minorities	ratified 1997
ILO Convention No. 111 concerning Discrimination in Respect of Employment and Occupation	ratified 1961

Regional and National Legal Background

Responsibilities:

In the Federal Republic of Germany, according to the Fundamental Law (Grundgesetz) the respective federal states are responsible for their education system. Legislation and administration are primarily the responsibility of the Ministries of Education, Cultural Affairs and Science, regional authorities (Bezirksregierung/Oberschulamt) and the lower-level school supervisory authorities (Schulamt). The Federation has only a marginal regulation competence.

The inspection and academic, legal and staff supervision within the school system is subject to the school supervisory authorities. There is a teachers council responsible for educational

---

[35] Detailed background information concerning legal, administrative or other measures in relevance to racism and discrimination can be found in the European Commission against Racism and Intolerance (ECRI) and European Monitoring Centre on Racism and Xenophobia (EUMC) reports on Germany. Among others see: **European Commission against Racism and Intolerance (ECRI) (ed).** Third Report on Germany. ECRI, Strasbourg. 2004. / **RAXEN National Focal Point Germany (ed).** Germany: Analytical Report on Legislation. European Monitoring Centre on Racism and Xenophobia (EUMC), Vienna. 2004. / **European Union**: http://www.eu.int / **Council of Europe:** http://www.coe.int / **United Nations:** http://www.un.org / **International Labour Organisation:** http://www.ilo.org (28 August 2005)

matters and a school council (comprising teachers, parents and pupils) responsible for school regulations or disciplinary rules in each school.[36]

Education System:[37]

The language of instruction is German. Children can attend kindergarten at the age of three to six. After that they attend compulsory full-time education (free of charge). Full-time education is compulsory from 6 to 15/16 years of age. For those who do not attend a full-time school, part-time education is compulsory until the age of 18.

Types of Compulsory full-time education:

Grundschule (primary education)	6-10 years of age (6-12, Berlin & Brandenburg)
Lower secondary education - *Orientierungsstufe* ("orientation" phase within the different school types or as a separate organisational unit) - *Gymnasium/Realschule/Hauptschule/Gesamschule/Types of schools offering several courses of education such as the Mittelschule*	10-12 years of age 10/12-15/16 years of age

Types of upper secondary and post-secondary education:

General upper secondary school (Gymnasiale Oberstufe) at the following school types: *Gymnasium/Berufliches Gymnasium/Fachgymnasium/Gesamtschule*	16-18//19 years of age
Vocational education *Berufsfachschule* (full-time vocational school) *Fachoberschule* (full-time vocational school) *Berufsoberschule* (full-time vocational school) *Duales System* (Dual System: part-time vocational school and part-time on-the-job training)	15/16-18 years of age 16-18 years of age 18-19 years of age 15/16-18/19 years of age

To admit the „Gymnasiale Oberstufe" certain standards of achievement in the lower secondary leaving qualifications are required. Depending on the type of school for vocational education, the admission requirements vary. All lower-secondary school leavers can choose the dual system.

Those pupils who pass the "Arbiturprüfung" receive the "Zeugnis der Allgemeinen Hochschulreife" that entitles students to matriculate for higher education. In full-time vocational schools pupils are prepared for a specific occupation, or for access to higher education (Zeugnis der Fachgebundenen Hochschulreife and Fachhochschulreife). At the dual System pupils have to pass a final exam and receive a leaving certificate.

---

[36] **Eurydice (ed)**. Summary Sheets on Education Systems in Europe. Germany. at p. 1. Available online at: http://www.eurydice.org/Documents/Fiches_nationales/de/frameset_DE.html (24 June 2005)
[37] **Eurydice (ed)**. Summary Sheets on Education Systems in Europe. Germany. at p. 1-3.

Institutions for higher education are: universities, equivalent higher education institutions (Technische Hochschulen/Universitäten, Pädagogische Hochschulen, Theologische Hochschulen), colleges of art (Kunsthochschulen), colleges of music (Musikhochschulen) and universities of applied science (Fachhochschulen).

Education and Awareness Raising:

The school curricula also lie within the responsibility of the ministries of the federal states. As the European Commission against Racism and Intolerance (ECRI) notes, the Federal authorities recommended the introduction of human rights education in the curricula of all federal states, but only a few have implemented this. The further recommendation of the Federal authorities to introduce intercultural education as a crosscutting approach to all subjects, has not been implemented satisfactorily. The European Monitoring Centre on Racism and Xenophobia (EUMC) states that *"even though some progress has been made in this area, there is still repeated criticism that school textbooks support prejudices about certain ethnic groups"*.[38] As the implementation of intercultural approaches depends on the individual teachers, it should be mentioned that measures for the improvement of the intercultural competences of the teaching staff have been limited.[39]

National Rights to Education and Supporting Measures to Immigrant Children:

In general, all immigrant children have the same rights and duties in terms of schooling as their German peers (the "Hamburger Abkommen" - mutual agreement between the countries on the standardisation of the school system of 1971 - regulates the general duty to attend school).[40]

School system and educational measures have been published in several languages by the Ministries of Education of the federal states. Immigrant children with no German language difficulties can attend mainstream classes, but the proportion of immigrant children should not exceed one fifth. Otherwise they can form separate classes. For immigrant children who show language difficulties (they have to pass an oral language test before they start school),

---

[38] **European Monitoring Centre on Racism and Xenophobia (EUMC) (ed).** Comparative Report: Migrants, Minorities and Education. Documenting Discrimination and Integration in 15 Member States of the European Union. EUMC, Vienna. 2004. at p. 89.
[39] **European Commission against Racism and Intolerance (ECRI) (ed).** Third Report on Germany. at p. 13.
[40] **Eurydice(ed)**. Integrating Immigrant Children into Schools in Europe. Germany: National Description. at p. 3.

the ministries initiated pre-school language-courses. According to Eurydice, approximately 50 % of immigrant children need language help.

According to the Agreement on the Education of Children of Foreign Workers in 1979, "mother-tongue instruction" for children who come from Greece, Italy, Croatia, Morocco, Portugal, Spain and Turkey is provided by the federal states. This enables them to reintegrate into schools in their countries of origin or nationality.

The access to school services and financial assistance (school medical services, accident and liability insurance, career guidance, teaching aid, school transport, grants and other welfare measures), regulated by the Federal Government and the federal states, applies to all pupils, independent of their origin.

Immigrant children do not have to attend class on religious holidays. On request, schools must teach boys and girls separately in compulsory physical education and swimming instruction.[41]

1.1.3   Results, Assessment and Classification

The training achieved sustainable success, which was confirmed by both, the teachers as well as the coach. The methods as well as the content of the training have been positively assimilated by the pupils, which was shown by the reactions: during the training the children interacted with the coach in one-to-one conversations where they tried to discuss conflict situations and appropriate behaviour in reference to the contents of the training.
Lasting effects were noticed, especially concerning self-analysis, perception of others and conflict resolution strategies. i.e. The issues of the training have been picked up during the instruction or in cases of conflict some children referred to the contents of the training.[42]

In general, the project has been categorised as an instrument to combat racism in the broader sense. Combating racism and discrimination is not explicitly defined in the goals of the project, but embedded implicitly. The intercultural training aims to promote a peaceful atmosphere, primarily in schools and consequentially contributes to a peaceful co-existence in society of cultural plurality through fostering mutual understanding, tolerance and acceptance of different cultures.
The inclusion of teaching staff should be positively highlighted. Teachers gain insight into the contents through the teacher workshop and further participate in the preparation, realisation

---

[41] **Eurydice (ed)**. Integrating Immigrant Children into Schools in Europe. Germany. at pp. 4+5.
[42] **City Youth Ring Stuttgart:** http://www.sjr-stuttgart.de/interkulturelles_schultraining/friedensschule.html (23 June 2005)

and evaluation phase. This enables them to act as contact persons for intercultural topics in class during and after the intercultural training sessions. This ensures the sustainability of this measure.

A single project, however, can not change peoples' opinion in the long-term. It sharpens awareness temporarily but, in order to develop real intercultural competences, children have to learn continuously about the traditions and patterns of other cultures as well as their own. This can be achieved through regular training or through the integration of intercultural education as cross-cutting approach in the everyday practice at school. The "Intercultural Training for the Improvement of Social and Personal Skills" is classified as a measure to address racism through education with the means of multi-cultural education. It is expected to have an anti-racist impact but, it needs to become institutionalized.

1.2 Conference London Schools and the Black Child III – Reaching for the Stars, London

> "*The academic underachievement of African-Caribbean heritage pupils is a longstanding issue.*"[43]

London is the biggest city in Western Europe, with a population of over 7 million. In the 2001 census, in some of the London boroughs, like Hackney, Southwark, Newham, more than 10 % of the inhabitants were from a Black Caribbean heritage.[44]

The measure was chosen because it is an example of awareness raising against racial discrimination. The initiative aims at the improvement of chances and the promotion of equal opportunities.

---

[43] **Greater London Authority (ed).** London Schools and the Black Child II. The Search for Solutions. Conference Report 2003. Greater London Authority, London. 2004. at p. 46. Available online at: http://www.london.gov.uk/mayor/education/lsbc/LSBC2003conferencereport.pdf (31 October 2005)
[44] **Official UK Statistics:** http://www.statistics.gov.uk/census2001/profiles/commentaries/ethnicity.asp#ethnic (16 August 2005)

3.3.1   Description

"London Schools and the Black Child III – Reaching for the Stars" (LSBC) is the third conference focusing on inequalities in educational attainment experienced by children of African and Caribbean heritage. The conference took place on the 11th of September 2004 in the Queen Elisabeth II Conference Center. The main focus was to update on the progress and developments from the proceeded conferences. Furthermore to establish networks for black teachers, black parents and governors.[45]

The conference was open to the public. A large number of people interested attended the event.

The conference was divided into two parts: plenary sessions and workshops. The introduction and welcome speeches were held by Member of Parliament Diane Abbott, the conference chair, and Ken Livingstone, the Mayor of London. Among others, Speakers were: Stephen Twigg MP, the Minister of State for School Standards; Trevor Phillips, the Chair of the Commission for Racial Equality; Garth Crooks, a BBC, TV and Radio presenter and Kwame Kwei Armah, actor and playwright.

The first conference "London Schools and the Black Child (LSBC) – Towards a Vision of Excellence" took place on the 16th of March 2002. It was initiated and since then chaired by Diane Abbott MP. The models for the LSBC were the "Hackney Schools and the Black Child" conferences, also organised by Diane Abbott. Hackney, a borough of London, has got the highest quota of African and Caribbean children in Great Britain.

Diane Abbott, who has been an elected member of the Parliament since 1987, was the first black female MP in Britain. As the Mayor of London's Cabinet Advisor she is responsible for equal rights and woman's issues.

The most important reason for the conferences were the inequalities in educational attainment for children of African and Caribbean heritage in London schools. These inequalities do not only affect these children and their families, but also have an influence on the future social and economic well-being of London as a whole.

Inequality seems to be expressed through disproportionality. For example, statistics show that there is a far higher proportion of black pupils excluded from schools nationally and in

London, although the total number of exclusions and the differences between ethnic minority groups has been falling since 1997. In 2000/01, black pupils were more than twice as likely as white pupils to be excluded from schools in London and England. Asian pupils were much less likely to be excluded than other pupils.

Permanent exclusions of compulsory school age and above, percentage of school populations, 2000/01:[46]

Region	White	Black	Asian
Inner London	0,13	0,27	0,08
Outer London	0,15	0,34	0,03
London	0,14	0,30	0,04
England	0,13	0,31	0,05

Several previous studies had already shown the educational underachievement of people with African and Caribbean heritage. In the year 1977 the government accepted the need for inquiry and founded the "Committee for Inquiry" (1978) which created a report commonly known as the Swann Report. The Swann Report identified various reasons leading to that underachievement (especially centered on "West-Indian" children in British Schools). The results are proved by the "London Development Agency (LDA) Education Commission" in their report "The Attainment of Black Pupils in London Schools" (2003).
Disadvantaging attitudes and lower expectations of teachers and adverse impact of the education system structure are creating barriers for these children with regard to achieving their full potential. It can be seen as an self-fulfilling prophecy. These pupils are suffering from a form of "unintentional racism", which means the pupils are subconsciously the victims of stereotypical, negative and/or patronizing opinions of their teachers. The teachers' lower expectations of these pupils may cause that these pupils are often overlooked when it comes to answering questions. They suffer from verbal aggression from teachers more often and harsher reprimands than white students. Further reasons for the underachievement of these pupils could be unfair behaviour management practices in schools and a curriculum which is inappropriate for the specific needs of these pupils. Nevertheless, the pupils are often blamed for their own failure in the school system.
Other reasons for the underattainment of black pupils in London schools is negative peer pressure. The media portrays a negative image of black youth culture which has become the general view on their culture. Furthermore, the teaching shortages lead to insufficient support

---

[45] **Greater London Authority**: http://www.london.gov.uk/mayor/education/lsbc/index.jsp (16 August 2005)
[46] **Greater London Authority (ed).** Black People Pushing Back the Boundaries II. Key Facts on Public Services and Black and Minority Ethnic People in London. Greater London Authority, London. 2003. Available online at: http://www.london.gov.uk/mayor/bppbb/docs/booklet_two.pdf (31 October 2005)

of these pupils in class. Parental involvement, especially at secondary school level is also insufficient.[47]

The reason behind the underachievement should not be ignored and was one of the most important for initiating the conferences. So the first step (1999) was to bring together a group of educationalists, academics, politicians and community activists to examine what was happening to black children, especially in Hackney schools but also across the whole educational system. The first conferences were on "Hackney Schools and the Black Child" which took place from 1999 to 2001. The conferences included workshops to discuss topics like: underachievement; exclusions; educating the mixed race child and home-school partnerships among others. The LSBC can be seen as a follow-up to continue the dialogue at a higher level.[48]

Over 2.000 people (among them black parents, students, teachers, school governors, community organisers and local government workers) visited the first LSBC conference with the title "Towards a Vision of Excellence". The main topics were: achieving excellence in education; the association of London Government Race and Education Commission; supporting London's children, black governors, black teachers, the failing of black boys, the supplementary school movement and exclusions.

The second LSBC took place in May 2003. The title was "The Search for Solutions" and the aim was to ensure that the issue of continuing inequality in the educational attainment of children with African and Caribbean heritage stays on the agenda. The main topics were pupils' exclusion, solutions through partnerships, becoming a school governor, an African-centred approach to excellence and alternative community schools for African Caribbean children (with an international perspective). During this LSBC a new award, the Barclays Achievement Award was introduced.

The main goal of the conferences was to bring together parents, teachers, students, academics and community activists to discuss and to report the problem of underachievement of children of African and Caribbean heritage in London's schools and to avoid future discrimination.

---

[47] **Greater London Authority (ed)**. London Schools and the Black Child II. The Search for Solutions. Conference Report 2003. at p. 46-51.
[48] **Greater London Authority**. Towards a Vision of Excellence. London Schools and the Black Child. 2002 Conference Report. London 2003. at p. 3–7.

1.2.2   Background Information

In order to grasp the "London Schools and the Black Child III – Reaching for the Stars" the historical, social and legal background of Great Britain, in specific London, has to be considered.

1.2.2.1 Historical and Social Background

London is the capital of Great Britain and of the country England. During the reign of Elisabeth I London gained a huge accession of wealth, power and influence as the centre of the English Renaissance. During the 19th century, the city grew rapidly due to its economic development and became the largest in the world.

Today Greater London is composed of the City of London and the 32 London boroughs including the City of Westminster which is the centre of political activity in London and the main district for culture, entertainment and shopping.

The Greater London has a population of 7.2 million people.[49] The population in London displays a wide range of ethnicities, cultures and religions, which makes London to one of the most cosmopolitan cities in Europe and the world.

The table below shows the residents of London classified into six "ethnic" groups. The majority of Londoners are "white". People from a White British, White Irish or "Other White" heritage belong to this group. 10 % of the population have a Black African or Black Caribbean heritage.

Residents of London by ethnic groups	
Mixed	14,6 %
Indian/Bangladeshi/Pakistani	10 %
Black African	5 %
Black Caribbean	5 %
Mixed Race	3 %
Chinese	1 %
(Source Census 2001)	

Concerning religious groups in Great Britain, Christians are the largest religious group with 72 % of the population followed by the group "No Religion" with 15,1 %. 2,8 % of the population are Muslims. Others than Christian groups make 5,4 % of the total population.

---

[49] **Visit London:** http://eu.visitlondon.com/city_guide/about_london/population_people/ (16 August 2005)

According to the 2001 Census Non-Christians such as people with Jewish (56 % of total Jewish population), Hindu (52 % of the total Hindu population), Buddhist (36 %), Muslim (38 %) and Sikh (31 %) backgrounds are concentrated in London whereas Christians and those with no religion were more evenly dispersed across the country.[50]

1.2.2.2 International, Regional and National Legal Background[51]

International and Regional Legal Background

	Year of Joining/Signature/Ratification
Council of Europe	1949 (one of the ten founding members)
Convention for the Protection of Human Rights and Fundamental Freedoms (ECHR)	*ratified 1951*
United Nations	1945
European Union	1973
International Covenant on Economic, Social and Cultural Rights (CESCR)	ratified 1976
Framework Convention for the Protection of National Minorities	ratified 1998
ILO Convention No. 111 Concerning Discrimination in Respect of Employment and Occupation	ratified 1999
International Convention on the Elimination of All Forms of Racial Discrimination	ratified 1969
European Social Charter (Revised)	signed 1997
Convention against Discrimination in Education	signed 1962
European Convention for the Participation of Foreigners in Public Life at Local Level	signed 1992
Protocol No. 12 of the Convention for the Protection of Human Rights and Fundamental Freedoms (ECHR) / European Convention on the Legal Status of Migrant Workers / European Convention on Nationality / International Convention on the Protection of the Rights of all Migrant Workers and Members of their Family	not signed

---

[50] **National Statistics:** http://www.statistics.gov.uk (9 October 2005)

[51] Detailed background information concerning legal, administrative or other measures in relevance to racism and discrimination can be found in the reports on the United Kingdom of the European Commission against Racism and Intolerance (ECRI) and the European Monitoring Centre on Racism and Xenophobia (EUMC), as well as in the UK's reports to the Committee for the Elimination of Racial Discrimination (CERD).
Among others see: **European Commission against Racism and Intolerance (ECRI) (ed).** Third Report on the United Kingdom. ECRI, Strasbourg. June 2005. / **European Commission against Racism and Intolerance (ECRI) (ed).** Second Report on the United Kingdom. ECRI, Strasbourg. 2001. / **RAXEN National Focal Point United Kingdom (ed).** United Kingdom: Analytical Report on Legislation. European Monitoring Centre on Racism and Xenophobia (EUMC), Vienna. 2004. / **Committee on the Elimination of Racial Discrimination (CERD) (ed).** United Kingdom of Great Britain and Northern Ireland. Reports Submitted by State Parties under Article 9 of the Convention (CERD/C/430/Add.3). 2003. Available online at: http://www.unhchr.ch/tbs/doc.nsf/898586b1dc7b4043c1256a450044f331/0637f0871eae9c77c1256d5500573ded /$FILE/G0340687.pdf (20 September 2005) / **Committee on the Elimination of Racial Discrimination (CERD) (ed).** Concluding Observations of the Committee of the Elimination on Racial Discrimination: United

Regional and National Legal Background

Responsibilities:

The responsibility for the education service lies with the Department for Education and Skills (DfES) in England. The inspection of schools in England lies within the responsibility of a separate, non-ministerial government department, the Office for Standards in Education (Ofsted), which is also responsible for the inspection of pre-school education and care, and for education provision for 16- to 19-year-olds.

Local education authorities (LEAs) in England and Wales have a legal duty to ensure that education is available for all children of compulsory school age in their area, appropriate to age, ability and aptitude and any special educational needs they may have, irrespective to a child's immigration status or rights of residence.

Since 2003 the government has implemented new funding arrangements for schools in England that provide LEAs with a basic per-pupil funding allowance. Within each LEA, funds are allocated to schools according to a locally determined formula established within the framework of government regulations. The formula may include, for example, the number of pupils for whom English is not the first language, and/or pupil mobility or turnover. The Government supports its priorities for schools with additional funding for particular purposes. In particular, the children of immigrants may benefit from the Ethnic Minority Achievement Grant (EMAG), which aims to raise attainment of "ethnic minority" groups most at risk of underachieving and to meet the particular needs of those for whom English is an additional language (EAL).[52]

Education System:

Compulsory education is divided into primary and secondary school. Most maintained (publicly funded) secondary schools are "comprehensive schools", that means, they are non-selective and take all applicants regardless to their abilities. Some so-called "grammar schools" select their pupils by ability.

The ages of eleven to sixteen fall into compulsory secondary education. Post-compulsory secondary education is provided from sixteen to eighteen.

Kingdom of Great Britain and Northern Ireland (CERD/C/63/CO/11). 2003. Available online at: http://www.unhchr.ch/tbs/doc.nsf/(Symbol)/CERD.C.63.CO.11.En?Opendocument (20 September 2005)
[52] **Eurydice (ed).** Integrating Immigrant Children into Schools in Europe. United Kingdom (England, Wales and Northern Ireland). National Description - 2003/04. Eurydice, Brussels. 2004. Available online at: http://www.eurydice.org/Documents/Mig/en/frameset_immigrant.html (31 October 2005)

Secondary education provides several possibilities of choice for young people. The "Specialist School Programme" enables secondary schools to specialise in one of ten fields, such as arts, languages, sports, mathematics, business, science, technologies etc..

Pupils have the opportunity to attend City Technology Colleges (CTCs) or City Colleges for the Technology of the Arts (CCTAs) and academies, that are publicly funded independent secondary schools existing only in England[53].

The proportion of pupils with "ethnic" background in primary school was 13,78 % for the period April 2002 – 2003 whereas in secondary school it was 11,69 %. In both the group of "Asian" and "Asian British" was the largest, followed by the "Black" and "Black British" group and the group defining itself as "Mixed".[54]

Education and Awareness Raising:

The Home Secretary Action Plan has suggested amending the curriculum according to the promotion of cultural diversity in 1999. Also, the Race Relations (Amendment) Act sets the legal framework to tackle racism and discrimination. Both can be interpreted to show that schools should implement multicultural and antiracist approaches although that is not mentioned explicitly.

The statutory National Curriculum includes a statement of the values, aims and purposes underpinning the school curriculum. These aims include the following:

"*Aim 1 (…) The school curriculum should contribute to the development of pupils' sense of identity through knowledge and understanding of the spiritual, moral, social and cultural heritages of Britain's diverse society and of the local, national, European, Commonwealth and global dimensions of their lives.*
Aim 2 (…) The school curriculum should promote pupils' spiritual, moral, social and cultural development and, in particular, develop principles for distinguishing between right and wrong. It should develop their knowledge, understanding and appreciation of their own and different beliefs and cultures, and how these influence individuals and societies (…) It should promote equal opportunities and enable pupils to challenge discrimination and stereotyping..."[55]

The Curriculum and Qualifications Authority (CQA) in England has responded to these statements by publishing a web based project titled "Respect for all: Reflecting cultural

---

[53] **Eurydice:** http://www.eurydice.org (31 October 2005)
[54] **RAXEN National Focal Point United Kingdom (ed).** Analytical Report on Education for the United Kingdom. EUMC, Vienna. at p. 29.
[55] **Eurydice (ed).** Integrating Immigrant Children into Schools in Europe. United Kingdom (England, Wales and Northern Ireland). National Description - 2003/04. at p. 12.

diversity through the national curriculum" which contains work material for teachers related to the promotion of diversity across subject areas[56] .

Access to Education:

In England and Wales, the statutory school age is from five to sixteen. In practice, children start school between their fourth and fifth birthday. Every child must receive adequate full-time education according to his/her age and ability through regular attendance to school. If this is not possible, alternatives such as education at home have to be found, and are subject to the approval of the appropriate LEA. The choice of schools is limited by school districts, that means, that pupils have to attend schools in the district of their location.

National Rights to Education and Supporting Measures to Immigrant Children

The Education Act 2002 set the legal framework for the National Curriculum. It also enabled structural changes. For example, schools are allowed to apply to the Secretary of State to vary legislation for a certain period to implement an innovative idea for raising standards. In addition to this, well run schools are allowed to have flexibility concerning the implementation of the curriculum, which leads to more autonomy. It also contains the provision for establishing school companies, which means the joining together of several schools to form a company to provide better services.[57]

Outline of some recent important Federal Laws:

1996	Education Act
1998	School Standards and Framework Act
1996	School Inspections Act
1999	Education (School Premises) Regulations
2002	Education Act

1.2.3 Results, Assessment and Classification

An important advantage of the conferences was the presence in the media, which effected a public discussion. This may change prejudices and stereotypes in the future.

Until now the report of the "LSBC III – Reaching for the Stars" had not yet been published on the internet. The reports of the preceding conferences were published a year after they took place. The topics of the workshops were expected to include: Black Teachers – "Achieve"

---

[56] **European Monitoring Centre on Racism and Xenophobia (EUMC) (ed).** Migrants, Minorities and Education. Documenting Discrimination and Integration in 15 Member States of the European Union. EUMC, Vienna. 2004. at p. 94.

[57] **Eurydice:** http://www.eurydice.org (31 October 2005)

Network, African-Caribbean Parents and Governors Network, DfES – Aiming High, International Solutions, Youth Empowerment and Engagement, Pupils' Exclusions, Black Boys, Supplementary schools and African-centred approaches to education.

From looking at the topics of the workshops of the first to the third workshop from LSBC, an improved process of researching the subject as well as an increase in networks can be observed.

The LSBC is one part of a package of measures to prevent and to reduce the underachievement of Children with African and Caribbean heritage.

The output of the conferences resulted in the implementation of further events on the topic on a smaller, local level. One of these events was a local conference in Croydon to discuss the same theme and to reach people on a more local level as well as becoming more sensitive to local problems.

Direct results of the conferences were different initiatives created in London, like the establishment of the "Greater London Black Parents and School Governor Network", which had been recommended at the first Conference in 2002. The inaugural meeting took place in June 2003. The network aims to encourage greater participation and representation of Black parents and governors.

Another consequence of the conferences was the realization of research on the attainment of black boys in London's schools. The study was published in 2004 in association with the London Development Agency's Education Commission.

Furthermore a series of round table discussions between the Department for Education and Skills ministers, black educationalists and community activists were organised.

Additionally, the DfES launched a consultation document "Aiming High: Raising the Achievement of Minority Ethnic Pupils in Mainly White Schools"[58].

On the one hand, the high attendance of black parents, teachers, community activists and policy makers (in the year 2002 there were 2000 participants)[59] at the conferences showed the urgent necessity and the great interest on promoting equal opportunities in education. The media recognition probably moved the awareness-raising effect forward.

---

[58] **Greater London Authority. Greater London Authority (ed)**. London Schools and the Black Child II. The Search for Solutions. Conference Report 2003. at p. 6.
[59] **Black Information Link:** http://www.blink.org.uk (30 October 2005)

On the other hand, the conferences provided a platform to discuss strategies and ideas as well as to join forces by networking. For this reason, the conferences are seen as an essential starting point for initiating networks between policy makers, representatives of communities, teachers and persons responsible for the education sector and concerned groups, such as parents and pupils. According to this, the most attention is focused at the local level.

As the aims of the conferences are to focus on the issue of underachievement of pupils with "ethnic" heritage and to provide equal opportunities in school performance, the classification of this policy is related to the access of education.

The organisation of conferences with subject on inequality in education definitely lies upon the awareness and motivation of policy-makers. Strong recommendation is given if the access to education is limited for migrant children, if segregation of housing leads to segregation of educational opportunities and if migrant children drop out of schools more often than others or show greater underachievement concerning their school performance.

2   Policy Strategies

2.1   Aberdeen City Council Education Authority Race Equality Policy

All different.
All equal.
All together We are Aberdeen.

2.1.1   Description

The City of Aberdeen is located in the north-east of Scotland with a population of approximately 212.125. About 2,9 % of the total population of Aberdeen City class their nationality as non-Scottish/British.[60]

Aberdeens strategy for equality in education was chosen as an example of a policy derived from national laws and because of its' comprehensiveness of accompanying measures ensuring access to all forms of education and the measures using education as an instrument against racism and discrimination.

2.1.1.1 Reasons for the Development of the Aberdeen City Council Education Authority Race Equality Policy

The Aberdeen City Council Education Authority Race Equality Policy is the further development of a number of multicultural and antiracist education initiatives of the Aberdeen City Council in order to be in accordance with the Race Relation (Amendment) Act 2000, which came into force in Scotland on 13 March 2002 and requires public bodies to comply with specific duties relating to the promotion of race equality by 30 November 2002.[61] Preceding multicultural and antiracist education initiatives in Aberdeen were the establishment of English as a Second Language classes (1972); the appointment of the first Development Officer for Multicultural Education (1989); the adoption of a policy on Multicultural and Anti-Racist Education (1990); and the Multicultural and Anti-Racist Education Policy of the Education Committee of the Aberdeen City Council (1998).

---

[60] **City of Aberdeen Licensing Board (ed).** Aberdeen City Race Equality Scheme 2002 – 2005. Progress Report. 2005. at p. 30. Available online at:
http://www.aberdeencity.gov.uk/acc_data/publication/Leg_licf_racees.pdf (20 September 2005)
[61] For more about the Race Relation (Amendment) Act 2000 see under 2.2.1.2 and 2.2.1.3.

2.1.1.2 Aberdeen City Council Education Authority Race Equality Policy

"*Aberdeen City Council, as education authority, is opposed to all forms of racism, including those forms directly affecting individuals and groups on the grounds of their colour, racial groups, ethnic, cultural, religious, linguistic or natural origins, traveller and refugee status and asylum seekers.*
The education authority is committed to eliminating unlawful discrimination and to the promotion of equal opportunities and good race relations in all aspects of education within a culturally diverse Aberdeen.
This Race Equality Policy is the embodiment of these aspirations."[62]

The aims of the Policy are

> ➢ the preparation of young people for a diverse society;

> ➢ the enrichment of the educational curriculum for all;

> ➢ the equality of educational opportunity for all;

> ➢ the fostering of respect for, and dignity of, all cultures as integral parts of society;

> ➢ and the eradication of racism and xenophobia.[63]

Action Points

In order to fulfil the Race Relations (Amendment) Act 2000 the Policy consists of 20 – so-called – Action Points:[64]

1. to ensure that educational establishments and services comply with the Race Relation (Amendment) Act 2000;

2. to publish and maintain a Race Equality Policy;

3. to review the Race Equality Action Plan for 2003-2005;

4. to review the Race Equality Policy;

5. to reconstitute the Multicultural and Anti-Racist Group as the Race Equality Policy Review Group to oversee the monitoring and review of the Policy;

6. to review the way the duty to promote race relations affects the service and work of establishments;

7. to agree on plans for undertaking race equality impact assessments on existing policies and service and establishment level;

8. to develop and implement guidelines to ensure that all new policies and procedures are assessed for the impact they have on those from different racial groups;

---

[62] **Aberdeen City Council (ed).** Education Authority Race Equality Policy. 2002. at p. 3. Available online at: http://www.aberdeencity.gov.uk/ACC_Data/service/edu_raceequ.asp (20 September 2005)
[63] **Aberdeen City Council (ed).** Education Authority Race Equality Policy. at p. 5.
[64] **Aberdeen City Council (ed).** Education Authority Race Equality Policy. at pp. 17-24.

9. to undertake initial awareness raising of the race equality policy with staff, learners, parents, elected members and the wider community;

10. to develop a plan for staff development in race equality issues that ensure that all establishments have at least one member of staff who has undertaken staff development; all staff receive appropriate staff development within an appropriate timescale with at least 50 % participating by June 2005 and the remainder being included as soon as practicable; all probationer teachers undertake staff development within their probationary year;

11. to ensure that all staff are aware of procedures for reporting racist incidents;

12. to provide establishments with information and advice on curriculum and information resources on race equality;

13. to review and update curriculum materials to reflect the Race Equality Policy;

14. to have in place procedures to collect and publish key school performance data as detailed in the Policy (ethnic monitoring of attainment levels; exclusions);

15. to have in place procedures to collect and publish key performance data relating to staffing issues as detailed in the Policy (ethnic monitoring information);

16. to have in place procedures to collect and publish key performance data relating to the uptake of services and membership of management groups;

17. to ensure that heads of the establishment fulfil their responsibilities as detailed in the policy;

18. to ensure that all establishments and services acknowledge and celebrate the cultural diversity of Aberdeen and implement existing guidance on diversity issues;

19. to ensure that school boards, pupil and student councils and youth committees/forums are aware of their responsibilities under the policy;

20. to ensure that the contractors are aware of their responsibilities under the Policy.

Duties and Responsibilities of the Policy

The Aberdeen City Council Education Authority Race Equality Policy applies to all educational establishments, services, and educational programmes under the management of the Aberdeen Learning and Leisure Service. This also encompasses the personal development and pastoral care of all learners (including partnership with parents, carers, guardians, partners and communities; teaching and learning; the curriculum); progress, attainment and assessment; staff recruitment and professional development; and behaviours, discipline and exclusions. Each establishment within the city must elaborate and implement its own race equality action plan based on the Policy.

In order to fulfil the twenty Action Points of the Policy, the responsibilities of the head of the establishment, the staff, the school board and management committee and pupil and student councils as well as youth committees/forums responsibilities are wide spread. Special emphasis must be placed on the one side on the tasks of the staff, who are responsible for

> ➤ responding to racist incidents and being able to recognise and tackle racial bias and stereotyping;
>
> ➤ promoting equal opportunities and good race relations and avoiding discrimination against anyone for reasons of race, colour, nationality, ethnic or national origins;
>
> ➤ keeping up to date with the law on discrimination, and provide training and learning opportunities;
>
> ➤ promoting racial equality and diversity through the curriculum;
>
> ➤ actively promoting good race relations,
>
> ➤ as well as the tasks of the pupil and student councils and the youth committees/forums, which are
>
> ➤ commenting on issues relating to the Policy and its implementation;
>
> ➤ reflecting the views of the student body on the Policy and its implementation to the head of the establishment.[65]

If breaches of the Policy occur, established formal procedures for pupils, students, participants and staff will (such as customer care procedures; grievance; bullying and harassment; anti-bulling; racist incident reporting; Public Interest Disclosure Act; staff grievance and disciplinary procedures) come into force.

2.1.2   Background Information

In order to grasp the Education Authority Race Equality Policy the historical, social and legal background of the UK (Scotland), in specific Aberdeen City, has to be considered.

2.1.1.1 Historical and Social Background

Aberdeen, originally named "Blue's Crossing" was settled in the 1700's by Scottish migrants. Aberdeen is a thriving, cosmopolitan port in the north-east of Scotland. Built at the mouth of two major Scottish rivers, the Dee and the Don, the Granite City owes its distinctive

---

[65] **Aberdeen City Council (ed).** Education Authority Race Equality Policy. at p. 10. For a detailed enumeration of the diverse responsibilities and duties see: at pp. 8-29.

appearance to the famous, locally quarried and widely exported, building material. Traditional industries such as fishing and farming still flourish in and around the city, but Aberdeen's modern economy - reflected in unemployment rates consistently under 2 % - is fuelled by the oil industry, earning the city the name "Oil Capital of Europe".

The EUMC 2004 Analytical Report on Legislation notes that the

"*...UK has always been a country of migration, and the increase in the size and variety of different ethnic groups since the late 1940s, added to the constant influx of migrant labour from EU and other states, has made the UK a multicultural state*".[66]

Data from the population census 2001 show that approximately 7,9 % (4.6 million) of the total population are from ethnic minorities. Since 1991 the ethnic minority population of the UK has grown by 53 %. Especially the black and South Asians population are increasing. Half of the total ethnic minority population are Asians (Indian, Pakistani, Bangladeshi or other Asian origin) and about a quarter describe themselves as black (black Caribbean, black African, other black). The ethnic minority population of the UK is mainly concentrated to the large urban areas - about 45 % live in London, 13 % in the West Midlands, 8 % in the South East and North West, 7 % in Yorkshire and the Humber. About 1,6 % of the population in Scotland are from an ethnic minority.[67]

The percentage rate of the ethnic minority population in Aberdeen City is in comparison to other and larger cities low. However three characteristics make it distinct:

➢ residential segregation into particular areas of Aberdeen City hardly exists;

➢ no minority ethnic groups are dominant within the city;

➢ many members of the ethnic minority population work or train in the city for relatively short periods of time.[68]

The 2001 census of population shows that approximately 2,9 % (= 12.198) of the total population of Aberdeen City class their nationality as non-Scottish/British. Among these 2,9 % ethnic minority population are Chinese (0,57 %), Indian (0,39 %), Pakistani (0,19 %), Bangladeshi (0,16 %), other South East Asians (0,22 %), African (0,34 %), Caribbean (0,07

---

[66] **RAXEN National Focal Point United Kingdom (ed).** United Kingdom: Analytical Report on Legislation. European Monitoring Centre on Racism and Xenophobia (EUMC), Vienna. 2004. at p. 3.

[67] **RAXEN National Focal Point United Kingdom (ed).** United Kingdom: Analytical Report on Legislation. at p. 3+11-14 or at the website of the Office for National Statistics: http://www.statistics.gov.uk (20 September 2005)

[68] **Aberdeen City Council (ed).** Education Authority Race Equality Policy. at p. 6.

%), Black Scottish or Black (0,04 %), any mixed background (0,41 %), other ethnic groups (0,51 %).[69]

2.1.1.2 International, Regional and National Legal Background[70]

The table below gives a brief overview about relevant anti-discrimination mechanisms in Great Britain on the international and regional level:

	Year of Joining/Signature/Ratification
Council of Europe	1949 (one of the ten founding members)
Convention for the Protection of Human Rights and Fundamental Freedoms (ECHR)	Ratified 1951
United Nations	1945
European Union	1973
International Covenant on Economic, Social and Cultural Rights (CESCR)	Ratified 1976
Framework Convention for the Protection of National Minorities	Ratified 1998
ILO Convention No. 111 concerning Discrimination in Respect of Employment and Occupation	Ratified 1999
International Convention on the Elimination of All Forms of Racial Discrimination	Ratified 1969
European Social Charter (revised)	Signed 1997
Convention against Discrimination in Education	Signed 1962
European Convention for the Participation of Foreigners in Public Life at Local Level	Signed 1992
Protocol No. 12 of the Convention for the Protection of Human Rights and Fundamental Freedoms (ECHR) / European Convention on the Legal Status of Migrant Workers / European Convention on Nationality / International Convention on the Protection of the Rights of all Migrant Workers and Members of their Family	not signed

---

[69] **City of Aberdeen Licensing Board (ed).** Aberdeen City Race Equality Scheme 2002 – 2005. Progress Report. at p. 30.

[70] Detailed background information concerning legal, administrative or other measures in relevance to racism and discrimination can be found in the reports on the United Kingdom of the European Commission against Racism and Intolerance (ECRI) and the European Monitoring Centre on Racism and Xenophobia (EUMC), as well as in the UK's reports to the Committee for the Elimination of Racial Discrimination (CERD).
Among others see: **European Commission against Racism and Intolerance (ECRI) (ed).** Third Report on the United Kingdom. ECRI, Strasbourg. June 2005. / **European Commission against Racism and Intolerance (ECRI) (ed).** Second Report on the United Kingdom. ECRI, Strasbourg. 2001. / **RAXEN National Focal Point United Kingdom (ed).** United Kingdom: Analytical Report on Legislation. European Monitoring Centre on Racism and Xenophobia (EUMC), Vienna. 2004. / **Committee on the Elimination of Racial Discrimination (CERD) (ed).** United Kingdom of Great Britain and Northern Ireland. Reports Submitted by State Parties under Article 9 of the Convention (CERD/C/430/Add.3). 2003. Available online at: http://www.unhchr.ch/tbs/doc.nsf/898586b1dc7b4043c1256a450044f331/0637f0871eae9c77c1256d5500573ded/$FILE/G0340687.pdf (20 September 2005) / **Committee on the Elimination of Racial Discrimination (CERD) (ed).** Concluding Observations of the Committee of the Elimination on Racial Discrimination: United Kingdom of Great Britain and Northern Ireland (CERD/C/63/CO/11). 2003. Available online at: http://www.unhchr.ch/tbs/doc.nsf/(Symbol)/CERD.C.63.CO.11.En?Opendocument (20 September 2005)

On the national level – focusing mainly on Scotland - the following anti-discrimination (-racism) mechanisms – encompassing legislation against discrimination (racism) as well as specialised bodies - have to be highlighted:[71]

Race Relations Act 2000: The 1976 Race Relations Act made it "*unlawful in Great Britain to discriminate directly or indirectly on the ground of colour, race, nationality or ethnic or national origins*" in employment, training and education, housing allocation, the provision of goods, facilities and services and certain other specified activities.[72]

In March 2002 the Race Relations Act 1976, as amended by the Race Relations (Amendment) Act 2000, came into force in Scotland. The Race Relations Act requires that public bodies comply with specific duties relating to the promotion of race equality by November 2002. The Race Relations Act:

➢ outlaws racial discrimination in the carrying out of all public functions; this includes private sector bodies to the extend that they are carrying out public functions;

➢ places a general duty on local authorities and other specified public bodies, including Her Majesty's Inspectorate of Education, to eliminate racial discrimination and promote race equality and good relations between persons of different racial groups;

➢ gives power to the government to impose specific duties on public bodies as are considered appropriate to ensure the better performance of their general duties;

➢ gives power to the Commission for Racial Equality (CRE) to enforce these specific duties.

Further the Race Relations (Amendment) Act 2000 commits local authorities to evolve a Race Equality Scheme (RS) and Education Authorities to have a Race Equality Policy (REP) that applies to all schools under its management.[73]

Commission for Racial Equality (in Scotland) (CRE): The Commission for Racial Equality (CRE) has been set up under the Race Relations Act 1976 as an independent statutory agency. Its tasks are to work towards the elimination of racial discrimination and promote equality of opportunity; to encourage good relations between people from different racial and ethnic

---

[71] It has to be noted that the following anti-discrimination (-racism) mechanisms are limited to mechanisms that are regarded as important in context with the Aberdeen City Council Education Authority Race Equality Policy.
[72] **Race Relations Act 1976.** 1976. Available online at: http://www.homeoffice.gov.uk/docs/racerel1.html (20 September 2005)
[73] **Aberdeen City Council (ed).** Education Authority Race Equality Policy. at p. 3 or **Race Relations (Amendment) Act 2000.** 2000. Available online at: http://www.scottish.parliament.uk/business/research/pdf_res_notes/rn01-82.pdf (20 September 2005)

backgrounds; and to monitor the way the Race Relations Act is working and recommend ways in which it can be improved. The CRE can provide legal assistance and advice to people, who think they have been discriminated against; it can investigate companies or organisations where there is evidence of a possible discrimination and require them to make changes to their policies and practices; and it can also – under certain specific circumstances - take legal action against companies and organisations.

The Commission for Racial Equality in Scotland is responsible for carrying out the CRE entire mandate in Scotland. "*CRE Scotland supports the effective delivery of racial equality throughout the public sector in Scotland.*"
Priorities for 2005 include:

➢ promoting best practice in the fulfilment of the duty to promote race equality among public authorities;

➢ encouraging an inclusive Scotland, where new migrants, refugees and the settled population are fully integrated, and difference is welcomed;

➢ working with business and the Executive to advance racial equality in the workplace.[74]

Statutory Code of Practice on the Duty to Promote Race Equality in Scotland: The Statutory Code of Practice on the Duty to Promote Race Equality in Scotland offers practical guidance on the Race Relations Act. It provides the necessary information about

➢ the concerned education providers and other education bodies to which the Race Relation Act applies to;

➢ their specific duties:

➢ time limits;

➢ the contents of the future race equality policies;

➢ the assessment and monitoring of the impact of the policies.

The Statutory Code has been approved by the Parliament and is admissible in evidence in a court of law.[75]

---

[74] **Commission for Racial Equality in Scotland:** http://www.cre.gov.uk/scotland (16 August 2005)
[75] **Commission for Racial Equality (ed).** Statutory Code of Practice on the Duty to Promote Race Equality in Scotland. 2002. Available online at: http://www.cre.gov.uk/downloads/duty_code.pdf (20 September 2005)

Local Level: Legal Framework and Education Service in Aberdeen

<u>Compliance with the Race Relations (Amendment) Act 2000:</u> As mentioned above the Race Relations (Amendment) Act 2000 regulates that public authorities have the duty to eliminate unlawful racial discrimination, promote equal opportunities and promote good relations between people from different racial groups.

The Race Relations Act 1976 (Statutory Duties) (Scotland) Order 2002 specifies the duties for public bodies in Scotland to meet their general duty to promote race equality. The Order regulates that the majority of public bodies had to publish a Race Equality Scheme or, in the case of <u>education authorities, colleges and universities, a Race Equality Policy</u> till November 2002.

As education authority the Aberdeen City Council is legally responsible for assuring that schools under its management comply with the Race Relations (Amendment) Act 2000. It is responsible for:

- ➢ providing the necessary support, guidance, training and resources to enable staff to comply with the Act;
- ➢ making sure that education establishments and services under its management have an action plan to implement the Policy;
- ➢ providing information on race equality issues including law on race equality and racial discrimination;
- ➢ making sure that there is a named officer within the education service who will have strategic responsibility for race equality issues within the framework of Equal Opportunities;
- ➢ monitoring the impact of existing policies and policy development on race equality issues on a regular basis;
- ➢ making sure that monitoring of ethnic data is undertaken and that the results of such monitoring are published on an annual basis, as part of established quality assurance procedures;
- ➢ reporting on a regular basis to the Education & Leisure Committee on issues relating to the implementation of the Policy.[76]

---

[76] **Aberdeen City Council (ed).** Education Authority Race Equality Policy. at p. 8 or **Race Relations (Amendment) Act 2000**. 2000.

Education in Aberdeen City

The Aberdeen City Council provides education

➢ for almost 26.000 pupils in 3 nursery schools, 57 primary schools, 12 secondary schools and 8 special schools or units;

➢ pre-school education for over 3.600 children in 59 Education Authority centres, 50 partner centres and 6 Social Work Family Centres.[77]

Details on the ethnic background of pupils and school students from 2002 show that 3,2 % - Black African (0,3 %), Black – other (0,1 %), Asian Indian (0,2), Asian Pakistani (0,3 %), Asian Bangladeshi (0,3 %), Asian Chinese (0,5 %), Asian other (0,5 %), mixed (1,0 %) - belong to an ethnic minority. The School census also reveals that 0,3 % of the teaching staff belong to an ethnic minority.

2.1.3   Results, Assessment and Classification

The Statutory Code of Practice on the Duty to Promote Race Equality[78] clarifies that

"*...education authorities must make sure that schools under their management assess/monitor the impact their policies (including their race equality policy) have on pupils, staff and parents from different racial groups.*"[79]

The Code gives examples for possible questions assessing the impact of a school's policy and recommends schools monitor the impact of their policy by

➢ collecting information about the pupils' performance and progress – by racial group;

➢ analysing the information;

➢ (if useful) examining other areas that could have an impact on pupils' attainment.

It also stipulates that "*education authorities must take reasonably practicable steps to publish the results of its monitoring each year.*"[80]

In 2003 and in January 2005 the Commission for Racial Equality published assessment reports on the implementation of the Race Relations (Amendment) Act 2000 in Scotland. The assessment of 2003 showed that a number of public authorities were failing to meet their duties. Areas of concern were, for example, the non-publication of relevant plans, plagiarism of another authority's plans, failure to set out functions and policies the authority had assessed

---

[77] **Aberdeen City Council (ed).** Education Authority Race Equality Policy. at p. 6.

[78] For more about the Statutory Code of Practice on the Duty to Promote Race Equality see under 2.2.1.2.

[79] **Commission for Racial Equality (ed).** Statutory Code of Practice on the Duty to Promote Race Equality in Scotland. pp. 41+43.

[80] **Commission for Racial Equality (ed).** Statutory Code of Practice on the Duty to Promote Race Equality in Scotland. pp. 41-43.

as being relevant to the race equality duty and failure to set out plans for monitoring employment functions. However the Commission decided not to "*name and shame*" authorities.

The 2005 report noted that there has been a progress in the race equality work since 2002 and highlighted that many schools:

> ➢ employed equality coordinators to help progress race equality issues;
>
> ➢ established equality working groups;
>
> ➢ consider monitoring racist incidents as a priority;
>
> ➢ conduct ethnic monitoring of pupils;
>
> ➢ involve parent forums and pupil councils in consulting on departmental Race Equality Policies and on practices for individual schools.

However the report of the Commission also stated that "…*finding criteria for assessing and monitoring the individual policies was often difficult. Toolkits and appropriate indicators were still in the process of being developed…*". Also information on the content of internal and external consultations was reported to be "*patchy*" and the content and extent of race equality training was not always clear.[81]

Focusing on Aberdeen City the report of the Commission for Racial Equality noted that the Education Authority Race Equality Policy of Aberdeen City is available online and that on demand a short description of the work and part of the Education Race Equality Policy were mailed. Finding more comprehensive information on the assessment and the monitoring of the Education Authority Race Equality Policy for Aberdeen City, turned out to be somewhat difficult. Yearly reports on the Education Authority Race Equality Policy are not available online. However the progress reports 2003 and 2004 for the Aberdeen City Race Equality Scheme, include short progress reports on education / the Race Equality Policy (in their appendix). A separate, more detailed Race Equality Policy report is not available online.

> It would be helpful if more information on the implementation, the assessment and monitoring process of the Education Authority Race Equality Policy of Aberdeen City

---

[81] For more detailed information see: **Commission for Racial Equality (ed).** Towards Racial Equality in Scotland: Are Public Authorities Meeting the Duty to Promote Race Equality? Commission for Race Equality, Edinburgh. _. Available online at: http://www.cre.gov.uk/survey_exec_scot.pdf (20 September 2005) / **Commission for Racial Equality (ed).** Annual Report of the Commission for Racial Equality in Scotland. 1 January 2004 – 31 December 2004. Available online at: http://www.cre.gov.uk/downloads/AR04main.pdf (20 September 2005) / **Commission for Racial Equality (ed).** Annual Report of the Commission for Racial Equality in Scotland. 1 January 2004 – 31 December 2004. Available online at: http://www.cre.gov.uk/downloads/AR04main.pdf (20 September 2005)

were available online. The policy itself is a comprehensive example of improving access to education as well as of preventing of and educating against racism and discrimination. It includes the important goals of prevention, monitoring, empowerment, mediation and punishment of the Coalition of Cities against Racism for action[82].

2.2   Human Rights City and Human Rights Education, Graz

Graz, located at the south of Austria, near the border to Slovenia and Hungary has approximately 250.000 inhabitants, making it the second largest city in Austria. Approximately 10 % of the population are not Austrian nationals, half of them are EU nationals, the other half are of Turkish origin, from the former Yugoslavian countries and, since the nineties, more and more Africans, mainly from Ghana, Nigeria and Cameroun. Graz has a long history of open and hidden discriminatory attitude and played a crucial role during the NAZI regime. From the nineteen-eighties policy-makers started to change the image and did great efforts making Graz a world-open city and promotes actively an open society. These efforts culminated in the declaration of the first Human Rights City in Europe in the year 2000.

The measure was chosen as an example of human rights education for all citizens, tackling racism through education in a broad approach.

2.2.1   Description

The UN-associated NGO People's Decade for Human Rights Education (PDHRE) started an ambitious initiative called Human Rights Cities (HRC), aiming for a world where each and every human being knows about their human rights and are able to enforce them. The HRC concept aims at empowerment of everyone. A HRC is *"one in which all its members, from policy makers to ordinary citizens, learn about and adhere to human rights obligations"[83]*. A HRC is understood as a process with four important steps.

The first step is the creation of a steering committee, with representatives from all sectors of society, civil society organisations, solidarity groups, lawyers, governmental and international

---

[82] Compare **UNESCO**. Call for a European Coalition of Cities against Racism. 2004. at p. 6.
[83] **People's Decade for Human Rights Education (PDHRE) (ed).** What Does it Mean to be a Human Rights City? Available online at: http://www.pdhre.org/projects/hrcommun.html (16 August 2005)

agencies. Various groups working on different issues, such as children, culture, development, education, food, migrant workers, poverty alleviation, refugees, security and women form the core of the committee.

In a next step, the members of the steering committee design a plan of action and develop a common vision for their Human Rights City. Educators and the media are summoned to work in close collaboration with the Committee. The Steering Committee develops a "training of trainers" program with, by and for their constituencies, parliamentarians, municipal workers, law enforcement officers, the judiciary, business people, teachers, health care providers, social workers and government officials.

The third step concerns the citizens themselves. They play a vital role in human rights advocacy in the community - by becoming mentors, monitors, documenters and advocates. Additionally, the citizens are encouraged to participate actively in the community.

In a fourth step monitoring and documenting leads to the development of immediate and long-term plans for the city. During the whole process participants examine local and national laws and policies.

The core instrument of the Human Rights City concept is human rights education to address all citizens directly. It is paramount in the process of establishing, as well as sustaining the HRC. It is crucial that the population of the city understands that any injustice is also an infringement of human rights. People must be aware that the realisation of social and economic justice is nothing more than the materialisation of human rights.[84] Continuous human rights education will enhance knowledge, develop critical understanding, clarify values, promote solidarity, change attitudes and alter behaviour or practices.

In 2000, the European Training and Research Centre for Human Rights and Democracy (ETC) held an international seminar on "Human Security and Human Rights Education" on behalf of the Austrian Foreign Ministry and invited the Executive Director of PDHRE, Shulamit Koenig, who then launched the idea of Graz becoming a Human Rights City. After a preparation process, the Austrian Foreign Minister, Benita Ferrero-Waldner, proclaimed in her speech at the 55th session of the General Assembly of the United Nations (the "Millenium Assembly of the United Nation") on 15 September 2000, that Graz was going to become the first European Human Rights City.

---

[84] **Braunegg, Julia.** Institutions for the Protection of Human Rights in the City. Graz. 2004. at p. 15.

On the 8th of February 2001 the City Council of Graz took an unanimous decision to declare Graz a Human Rights City and to commit itself to base all its decisions and acts firmly on the basis of human rights. This commitment is currently being implemented and is leading to the realisation of "Graz – First European Human Rights City".[85]

Charged with the task of coordinating the process of implementation of the human rights city model, the ETC established a steering committee, representing NGOs, universities, religious communities, representatives of civil society and governmental institutions. The duty of this steering committee was to identify local issues and develop a strategy for action on human rights issues in Graz. In spring 2001, three working groups were created which addressed civil and political, social and economic and cultural rights. After identifying six areas of concern during 2001, namely women, children and youth, persons with disabilities, migrants, elderly and socially disadvantaged people, a discussion about the oncoming action strategy was started in 2002 and an action plan was presented to city representatives, local groups and community leaders. The plan envisaged various measures for all target groups as well as measures for each of the six defined groups. Recommended measures for all target groups were, for example, a brochure of existing human rights advisory services in Graz, a mobile meeting-platform, district mediation, the creation of a human rights city forum as well as the creation of an anti-discrimination body.[86]

What does the human rights city concept say in regard to education? HRCs are guided by the commitments made and obligations undertaken by their local governments. The aim of the whole process is to assure that all laws, policies, resources and relationships in the community, maintain the dignity and serve the well being of all its members. Within a HRC all governing bodies and community institutions and groups learn about human rights as related to their life in the city. Within this process human rights learning and education is seen as a powerful tool for political, economic and social change. Once people know their rights and are willing to claim them, live them and campaign for them, a system carried by human rights will develop out automatically. It highlights the normative and empirical power as well as the limits of human rights as a tool in individual and collective efforts to address

---

[85] **Pekari, Claudia**. From Theory to Practice: Graz. First Human Rights City of Europe. in: Human Security Perspectives. 2004. at pp. 34-39. Available online at: http://www.hs-perspectives.etc-graz.at/ (16 August 2005)
[86] **Schöfer, Eva**. Erste Menschenrechtsstadt Europas – Aktionsprogramm für Graz. Graz. 2004. Available online at: http://www.etc-graz.at/ (under Publications/Occasional Paper 6) (16 August 2005)

inequalities, injustices, abuses at home, in the work place, at school, in the streets, prisons, courts, and everywhere. Even though the HRC concept has a much broader scope, it addresses racism as well. It is therefore considered to be a measure to fight racism through education.

The example of Graz shows different efforts made by authorities and civil society organisations. Unfortunately the last years were characterised by a stagnation of the political willingness to promote the process, but, civil society institutions still brought the implementation ahead. The suggested institutions concerning anti-discrimination and the maintenance of a diverse co-existence in diversity are a mobile meeting platform for people with conflicting interests in their neighbourhood, district mediation centres, a municipal integration office and a municipal anti-discrimination institution. None of these institutions started work until September 2005[87].

Some measures were taken in regards to education. One remarkable measure is the new distribution plan for pupils in public schools to address the problem of concentration and segregation of migrant children in some of the schools. This fosters integration, avoids negative impacts on the quality of education and is implemented by the municipal school authority and a NGO called Chiala Africas. Other measures are public discussions, train-the-trainers seminars for teachers, municipal officials, politicians, workshops in classes with external experts, the yearly summer academy on human rights education supported by the city government and some smaller projects to raise awareness of the problems of migrants to create empathy and reduce and counteract prejudices.

The HRC method is a bottom up one which means that individuals carry the process and put it forward. The main target group of a HRC process is therefore the civil society itself. Guided by human rights norms and standards, ordinary people will be able to investigate and define solutions to problems they themselves have helped to identify: poverty, unemployment, violence against women, racism, inequality and so on.

2.2.2 Background Information

In order to grasp the "Human Rights City and Human Rights Education" the historical, social and legal background of Austria, in specific Graz, has to be considered.

---

[87] Clio, a local NGO against racism, will start a district mediation project in 2006.

2.2.2.1 Historical and Social Background

Graz was first mentioned in the year 1128 and was appointed as the capital of "Inner Austria" in 1379; it was thus residence of the Habsburgs until 1619.

Concerning discriminatory attitudes, it has to be mentioned that Graz played a crucial role during the NAZI regime, as active centre of the Austrian National Socialists, already before Austria was annexed to NAZI-Germany in 1938.

Today with approximately 250,000 inhabitants, Graz is the second largest city in Austria. The city is known as a student city with four universities with over 50,000 students. Furthermore, its "Old Town" is among the best preserved city centres in Central Europe (UNESCO world cultural heritage) and was named "Cultural Capital of Europe" in 2003. Moreover, Graz, as the capital of the federal state Styria, is an important business location. Approximately 40 % of the overall Styrian economic output is obtained in Graz and the surrounding area.[88]

Statistics of the 2001 Census show that in December 2001, the city's foreign population was 9,5 %. About 44 % of the foreign population were from former Yugoslavia, 13,09 % from Turkey, 7,5 % from Germany and 8,65 % from African states.[89] The unemployment rate amounts to 7,1 %.[90]

Situation of Pupils in Graz

According to law public schools are accessible to all persons without any distinction on race, class, birth, gender, language or religion (§ 4/1 SchUG). Attending school is compulsory for all residents irrespective their nationality (§ 1/1 SchPflG), temporary residents have the right to but no obligation to attend school. Statistics provided by the public school authority show figures of non-German mothertongue pupils for the school year 2005/06[91]. 3,339 out of 13,027 pupils in total declare their mothertongue as non-German which equals a bit more than 25 %. The proportion of those attending schools with the permition to access university is below the Austrian average of 5,7 %. The exact number was not stated. The proportion of pupils with migration background increased in the last five years. The main reason for this is the decrease of Austrian pupils. The segregation at schools is quite high. Two districts of Graz

---

[88] **City of Graz**: http://www.graz.at (9 September 2005)
[89] **Ausländerbeirat der Stadt Graz (ed).** Bericht über die Lage der ausländischen MitbürgerInnen in Graz. Ausländerbeirat der Stadt Graz, Graz. 2003. at p. 5. Available online at: http://www.graz.at/cms/dokumente/10023090/a88a1fc2/Bericht+ueber+die+Lage+der+auslaendischen+MitbuergerInnen+in+Graz%2C+2003_.pdf (31 October 2005)
[90] **Arbeitsmarktservice:** http://www.ams.at/neu/stmk/1400_3920.htm (1 September 2005)
[91] The following information was provided by the **Stadt Graz, Stadtschulamt**, Dr. Herbert Just. 2005.

have a proportion of non-German mothertongue pupils of almost 80 %. 40 % of these pupils come from former Yugoslavian states, about 20 % are of Turkish origin (including Kurdish). Extracurricular German language courses are offered. In 2005 40 % of pupils in primary schools needed this support. Considering that 6 years ago 70 % needed language courses in German, there is an extraordinary improvement to be stated. In some of the schools a limited monitoring of intercultural conflicts was carried out. The result was that most of the incidents were conflicts between members of different ethic minorities. The Balkan conflict might play a role for this.

2.2.2.2 International, Regional and National Legal Background [92]

The table below gives a brief overview about relevant anti-discrimination mechanisms in Austria on the international and regional level:

	Year of Joining/Signature/Ratification
European Union	1995
Council of Europe	1956
United Nations	1955
Convention for the Protection of Human Rights and Fundamental Freedoms (ECHR)	ratified 1958
International Convention on the Elimination of All Forms of Racial Discrimination (ICERD)	ratified 1972
International Covenant on Economic, Social and Cultural Rights (CESCR)	ratified 1978
Convention Against Discrimination in Education	not signed
International Convention on the Protection of the Rights of all Migrant Workers and Members of their Family	not signed
European Social Charter	ratified 1969
European Convention on the Legal Status of Migrant Workers	not signed
European Convention on Nationality	ratified 1998
European Convention for the Participation of Foreigners in Public Life at Local Level	not signed
Framework Convention for the Protection of National Minorities	ratified 1998
ILO Convention No. 111 concerning Discrimination in Respect of Employment and Occupation	ratified 1973

---

[92] Detailed background information concerning legal, administrative or other measures in relevance to racism and discrimination can be found in the European Commission against Racism and Intolerance (ECRI) and European Monitoring Centre on Racism and Xenophobia (EUMC) reports on Austria. Among others see: **European Commission against Racism and Intolerance (ECRI) (ed)**. Third Report on Austria. ECRI, Strasbourg. 2004. / **RAXEN National Focal Point AUSTRIA (ed).** Analytical Report on Legislation. EUMC, Vienna. 2004. / **European Union:** http://www.eu.int / **Council of Europe:** http://www.coe.int / **United Nations:** http://www.un.org / **International Labour Organisation:** http://www.ilo.org (28 August 2005)

Regional and National Legal Background

Responsibilities

The responsibility for the school system is divided between the Federal Republik and the federal states. Nevertheless the Federation has got the overwhelming responsibility for the school system. This includes virtually all areas of school organisation, the curricula, the organisation of school instruction, private schools and furthermore all matters concerning education staff.

The "Federal Ministry of Education, Science and Culture" ("Bundesministerium für Bildung, Wissenschaft und Kultur") is the supreme authority of the school system. Concerning administration, its responsibilities are primary, secondary and post-secondary education.

The main responsibilities for the school system are the provision of public-sector compulsory education as well as all concerns regarding crèches and kindergarten. Another task of the federal states is the support of the local communities in establishing and maintaining schools. Therefore the federal states have the school construction funds.

The schools themselves have some autonomy in budgetary management. Furthermore they have the possibility to adapt the curriculum to local needs (up to a certain point).

The responsibility for inspection is undertaken by the provincial school inspectors; one for each federal state. Provincial school inspectors are assisted by the district school inspectors for compulsory schools and by subject inspectors for intermediate and upper secondary levels.[93]

Since 2005, Styria has its own anti-disrimination body according to the implementation of the EC Anti-Discrimination Directives. This "Equal Treatment Representative" is among others competent for cases of discrimination because of ehtnic or religious reasons in the access to education. According to information of the officer in September 2005, there was no case brought to the office in 2005.

Education System

In Austria, compulsory education takes nine years. All children with permanent residence in Austria have to attend school from the start of the school year after their sixth birthday.

---

[93] **Eurydice (ed)**. National Summary Sheets on Education Systems in Europe and Ongoing Reforms. Austria. 2005. at p. 1. Available online at: http://www.eurydice.org/Documents/Fiches_nationales/de/frameset_DE.html (19 September 2005)
Eurydice (ed). Structures of Education, Vocational Training and Adult Education Systems in Europe. Austria 2003. Eurydice, Brussels. 2003. at p. 7f. Available online at:
http://www.eurydice.org/Documents/struct2/frameset_EN.html (19 September 2005)

The default language of instruction is German but there are some exceptions in the federal provinces of Carinthia, Styria and Burgenland for the Slovenian and Croatian minorities. Migrants do not have the right to receive education in their own languages.

After the first four years of education, the pupils have to graduate primary school ("Volksschule" or "Grundschule"). Children with physical or mental disabilities or children with special educational needs have the alternative to visit a "special school" ("Sonderschule"). After primary school pupils have the opportunity to attend "general secondary school" (Hauptschule) or a "academic secondary school" ("AHS – Allgemeinbildende höhere Schule"). Access to the academic secondary schools is restricted to students with a "Good" or "Very Good" performance in the subjects German, Reading and Mathematics. The academic secondary schools generally run for eight years, four in the lower and four in the upper secondary education and end with the "Matura", which is an exam taken at the end of school education that entitles students to matriculate for university.

General secondary schools have four levels. To fulfil the compulsory education of nine school years the students have to attend one more year at another school. One possible school type, especially for those planning to start an apprenticeship with a company, is the "pre-vocational school" ("Polytechnischer Lehrgang"). Pre-vocational schools give practical information and prepare the students for working life or an apprenticeship.

In upper secondary education there are different school forms which combine general education with vocational qualification. These schools have different durations and end with or without the "Matura".

At the post-secondary level, there are several forms of further education: vocational training colleges, "universities of applied sciences" ("Fachhochschulen") or universities.[94]

Education and Awareness Raising

As the European Commission against Racism and Intolerance notes, there exists a considerable number of human rights education measures: the establishment of a service centre for human rights education (since 1997), the elaboration of manuals, the training of teachers. Though human rights education is part of the curriculum for Civic Education for students from ninth grade, the introduction as a compulsory subject should be aspired in all levels of school.

---

[94] **RAXEN National Focal Point AUSTRIA (ed).** Analytical Report on Legislation. at p. 12f.

Further ECRI calls on the Austrian authorities to strengthen their efforts in the implementation of an intercultural education as a crosscutting approach to all subjects.[95]

Access to Education

ECRI states that "*research seems to indicate that […] the educational gap between Austrian and non-Austrian children still appears to be disproportionate.*"[96] This results from the following data: In the school year 2002/2003 the proportion of non-citizens students in all Austrian schools amounted to 9,4 %. Non-citizens pupils were well represented in primary schools (12 %) and in general secondary schools (11,4 %). However they were high represented in special needs schools with a proportion of 19,2 % and comparatively underrepresented in higher general and vocational secondary schools with 5,7 %.[97]

National Rights to Education and Supporting Measures to Immigrant Children

The legal basis of the school system in Austria is the "School Organisation Act" ("Schulorganisationsgesetz") of 1962. It guarantees access to public schools without distinction of birth, gender, race, status, class, language or religion.[98]

The table below shows an outline of Federal Laws that are relevant for the educational system in Austria:

Outline of the Most Important Federal Laws[99]	
1962	School Organisation Act (Schulorganisationsgesetz)
1962	Federal School Inspectorate Act (Bundes-Schulaufsichtsgesetz)
1985	Compulsory Education Act (Schulpflichtgesetz)
1985	School Lessons Act (Schulzeitgesetz)
1962	Private Schools Act (Privatschulgesetz)
1949	Religious Education Act (Religionsunterrichtsgesetz)
1955	School Maintenance Act (Schulerhaltungsgesetz)
1959	Minorities School Act for the Province of Carinthia (Minderheiten-Schulgesetz für Kärnten)
1974	School Education Act (Schulunterrichtsgesetz)
1990	Pupils' Representation Act (Schülervertretungsgesetz)
1994	Minorities School Act for the Province of Burgenland (Minderheiten-Schulgesetz für Burgenland)
1997	School Education Act for People under Employment (Schulunterrichtsgesetz für Berufstätige)
1997	„Reifeprüfung"- and TVE-Exam Act (Berufsreifeprüfungsgesetz)

---

[95] **European Commission against Racism and Intolerance (ECRI) (ed)**. Third Report on Austria. at pp. 15+18.

[96] **European Commission against Racism and Intolerance (ECRI) (ed)**. Third Report on Austria. at p. 19.

[97] **European Commission against Racism and Intolerance (ECRI) (ed)**. Third Report on Austria. at pp. 18+19.

[98] **Eurydice(ed)**. Structures of Education, Vocational Training and Adult Education Systems in Europe. Austria 2003.

[99] **Bundesministerium für Bildung, Wissenschaft und Kultur:**
http://www.bmbwk.gv.at/fremdsprachig/en/schools/brief.htm4589.xml (16 August 2005)

Special information on school registration is provided in several languages by the Federal Ministry of Education, Science and Culture; "individual" information leaflets by the regional school boards and advice centres. Pupils whose mother tongue is a language other than German and are not Austrian nationals are not taught in separate schools or classes (only in special or emergency cases with consent of the Federal Ministry of Education, Science and Culture). No formal test of the German language ability exists. If the competence in German is insufficient, they are admitted as so called ex-matricular pupils (maximal for two years), who do not necessarily receive marks but can nevertheless move up to the next class. Since 1992/93 curricula, classes for German as a second language (GLS) have been in force in compulsory education. "Educational Guidelines for German as a Second Language" for the first phase of academic secondary schools (years 1-4 of the "Allgemein Bildende Höhere Schule") have been in existence since 2000/01. Depending on the local circumstances, schools are in charge of whether they offer German as a second language (GSL) or not. Furthermore the pupils' mother tongues may be taught as optional subjects. It has to be highlighted that since 2000/01 it has been possible to study Serbo-Croatian and Turkish (the two most commonly spoken languages of immigrants in Austria) as a foreign language at general secondary schools (but in fact, it is not frequently exercised).[100]

2.2.3 Results, Assessment and Classification

The "Human Rights City" Graz was established as a long-term-project in process with a broad approach to offer Human Rights Education at several levels. That happened through the establishment of an efficient network between policy-makers, civil society and NGOs.
The establishment of an efficient network has not yet been achieved in Graz, due to lack of cooperation, as Mr. Rajakovics, Representative for Human Rights Issues at the Mayor's Office, admits[101].

The concept of "Human Rights City" aims at the implementation of "Human Rights" in daily life through educational measures offered to all groups in society. This includes "train-the-trainer-"seminars for people who work in the field of Human Rights (such as NGOs, trainers), workshops for Human Rights experts (lawyers, judges, scientists) and the group of concerned

---

[100] **Eurydice (ed).** Integrating Immigrant Children into Schools in Europe. Austria 2003/04. at p. 3f. Available online at: http://www.eurydice.org/Documents/Mig/de/frameset_immigrant.html (24 June 2005)
[101] For the Interview, please see Chapter II, Section 4.2 below.

or "vulnerable" people (such as "ethnic" groups, children, women). The fourth group to be addressed by educational measures are local public and governmental authorities themselves.

With regard to educational contents, racism is one field among others that has to be worked on. It displays a heavy infringement against the right to human dignity, and more precisely against Art. 2 of the "Universal Declaration of Human Rights"[102]. Human Rights Education transports knowledge about Human Rights and aims at the sensitisation of attitudes and the enhancement of social skills. Therefore, the measure is classified as an extracurricular educational instrument against racism that is highly recommended for cities that want to cover a broader spectrum of target groups concerned by inequalities and discrimination. This may be an advantage for success, because racism is often embedded in multidimensional concerns of discrimination, such as discrimination of gender or sexism. Therefore, concerned groups that are affected by several forms of discrimination (such as black women, disabled persons with an "ethnic" background) could be addressed specifically.

To reach a profound conclusion on racism, it is important to combine Human Rights Education with specific measures towards racism and "racial" inequalities. This is also necessary with regard to the access to education, such as the distribution plan for pupils avoiding segregation in schools shows. In general, it must be said that the broad institutionalisation of a Human-Rights-oriented educational approach in municipalities is a very recommendable strategy to be on target for a respectful and accountable society and peaceful co-existence.

---

[102] **General Assembly (ed).** Universal Declaration of Human Rights. 1948. at Art. 2. Available online at: http://www.un.org/Overview/rights.html (31 October 2005)

3 Institutions

3.1 Landeskommission für Gewaltprävention, Berlin gegen Gewalt - State Commission for the Prevention of Violence, Berlin against Violence

Berlin is the capital of the German Federal Republic with almost 3,5 million inhabitants and is one of the biggest cities in Europe. More than 200 nations are represented, the proportion of foreigners (Non-Germans) is about 13 %.

The institution was chosen as an example of a very comprehensive institutional approach to develop and sustainably promote an open-minded communal society based on the values of pluralism and diversity. The institutional setting and the balance between positive action and necessary reaction has to be highlighted.

3.1.1 Description

Measures to combat racism in Berlin are embedded in a broad overall policy strategy concerning integration and migration on the one hand and prevention of violence on the other. Both of these concepts and strategies are conceived and implemented as mainstreaming subjects. This fact is reflected by the institutionalisation and the agenda. In 1994 the senate of Berlin adopted a State Commission against Violence on the level of state-secretaries (State of Berlin). The Commission deals with the implementation of measures to prevent and combat violence in Berlin. The commission is situated at the Senate for Education, Youth, Family Affairs and Sports. The State-Secretary of this department presides over the Commission. Members of the State Commission are the states-secretaries for internal affairs, justice, social affairs, city development and women, two representatives of the Mayors' Council and the representative of the senate for integration and migration. What makes the Commission special is the inter-resort cooperation and the exception of the official hierarchy. The office of the Commission is headed by Mr. Stephan Voß with whom an interview was conducted on June 24, 2005.

The overall goal of the work of the commission is to reduce violence in the city. As prevention of violence does not involve only the official authorities, but also society, the commission also promotes the development and mobilisation of civil society and the citizens as individuals in the sense of a common responsibility. The commission states that prevention

of violence matters to everyone. The focus of the commission's work is drawn among others on:

> ➢ Project development for crime preventing initiatives
>
> ➢ Research on topics related to violence and crime prevention
>
> ➢ Creating adequate framework conditions
>
> ➢ Networking of the relevant actors
>
> ➢ Information on the prevention work and its progress in Berlin
>
> ➢ Providing services
>
> ➢ Cooperation with similar institutions in other German states.

The topics concerned are:

> ➢ Prevention of violence at school and
>
> ➢ Right wing extremism (among others)

One can see that Berlin deals with racism in the context of right wing attitudes and political involvement in particular, and within an overall strategy of general social integration. Racism is targeted within a balanced system of social development in a culturally diverse city. Racism is inextricably linked to right wing extremism. Therefore, society has to tackle racism also through its consistent and comprehensive confrontation with right-wing attitudes. The state programme defines that right wing-extremism is the complex accumulation of denying the principle of equality, the overestimation of ethnic origin, anti-pluralism and authoritarianism.[103]

The Commission concentrates on problems covering all areas. It is coordinating structure building initiatives. The results are published with the "Forum Gewaltprävention" and on the internet (www.berlin-gegen-gewalt.de). The Commission addresses everyone who is concerned by violence prevention, particularly the local authorities at state and district level, associations, churches and religious communities, housing companies, trade unions, syndicates, firms and enterprises as well as individuals. The Commission believes racism is an attitude that exists in the "middle of society" and therefore attempts to prevent its dispersion and the acceptance of its existence in society. The prevention of violence starts at the point when there is a risk of exclusion of people who are just different or perceived as such. Violence can be prevented by educating people about democracy, raising awareness of democratic conflict resolution and the promotion of democratic structures. Here again the

---

[103] **Landeskommission Berlin gegen Gewalt (ed).** Berliner Forum Gewaltprävention Nr. 18. Rechtsextremismus, Fremdenfeindlichkeit, Antisemitismus. Programme, Maßnahmen, Projekte. 2004. at p. 9. http://www.senbjs.berlin.de/jugend/landeskommission_berlin_gegen_gewalt/veroeffentlichungen/berliner_foru m_gewaltpraevention_18/thema_bfg_18_2005.asp (20 June 2005)

work against right wing extremism comes into play because its "solutions" in a rapidly changing society are attractive as they are simple, have transparent structures, are "black and white painted" and create clear affiliation and clear subordination. The work against racism needs democratic action, and this means improving the competence to set simple solutions aside, to deal with insecurities, to navigate through complex structures, to develop empathic skills and to find a clear orientation in values securing social cohesion in diversity.[104]

The strategy in particular regarding education is to "create a climate of involvement"[105]. It needs political statements, clearly defined positions and signals. Further more it requires a consistent legislation creating the framework conditions. The necessary institutions (the state commission and others) cooperate to develop sustainable programmes (the state programme against right wing extremism, racism and anti-Semitism) and make the implementation a mainstreaming task throughout the administration and civil society.

In the context of fighting racism through education and promoting access to education some of the Commission's projects are of special interest. These are described in brief with respect to their connection to Commitment 8 of the Ten-Point Plan of Action against racism.

As a state in the Federal Republic of Germany, Berlin has its own legislation. The parliament (Abgeordnetenhaus) is also responsible for legislation in education. The "Schulgesetz" states in para. 1 that the aim of school education is to build personalities with skills and attitudes, who are able to oppose NAZI-ideology or other dictatorial power and further more able to shape societal life on the basis of democracy and peace, liberty, human dignity and gender equality. Political education is part of the school curricula as a mainstreaming or cross sectional material starting from the first class in primary school.

Teachers are also obliged to report incidents of violence or racist acts. Schools started various initiatives such as clubs and workshops, for example the initiative "Courage against Racism".[106]

A couple of teacher training programmes in 2005 should be mentioned:

 ➢ Anti-Semitism today – a new reality;

---

[104] **Landeskommission Berlin gegen Gewalt (ed).** Berliner Forum Gewaltprävention Nr. 18. Rechtsextremismus, Fremdenfeindlichkeit, Antisemitismus. Programme, Maßnahmen, Projekte. at p. 4.
[105] **Landeskommission Berlin gegen Gewalt (ed).** Berliner Forum Gewaltprävention Nr. 18. Rechtsextremismus, Fremdenfeindlichkeit, Antisemitismus. Programme, Maßnahmen, Projekte. at p. 12.
[106] **Landeskommission Berlin gegen Gewalt (ed).** Berliner Forum Gewaltprävention Nr. 18. Rechtsextremismus, Fremdenfeindlichkeit, Antisemitismus. Programme, Maßnahmen, Projekte. at p .9.

> ➢ Multicultural societies – a comparison between US, UK, Australia and Germany;

> ➢ Schools with a global profile;

> ➢ Advantageous diversity – working in multicultural teams.

A very important initiative is "Standpoints – Education for Democracy – Against Right Wing Extremism". In the context of Berlin's policy the fight against right wing attitudes and for democracy always includes anti-racism measures. "Standpoints" was founded by 46 teachers in 2001 after the realization that short-term training from outsiders is not successful and sustainable in raising awareness and building skills. It is important to inform all teachers about right wing symbols, dress-codes and patterns of behaviour and put this information in an overall context of education for democracy to reach long-term goals and sustainability. The train-the-trainers seminars started in 2001. It is a programme divided into twelve units of three blocs; theoretical background, application and action at school and development of model lectures. 60 teachers took part in that programme. The result was the ability to analyse right wing actions, take position in discussions and conflicts concerning the topic ("Standpoint-teachers") and to react methodically and didactically. The state authority responsible for the teachers (LISUM) allocated two lecture-units per week for 12 teachers to fulfil the tasks in practice. Now, each district of the city of Berlin has its own standpoint-teacher.

They get additional training, particularly to build up abilities in counselling other teachers, in making decisions in complex situations and in networking with the communal administration and policy-makers. The Standpoint-Curriculum was also published on a CD-Rom.

Standpoint-teachers work in networks and fulfil the following tasks:

> ➢ They are contact persons for pupils, parents and teachers;

> ➢ provide individual counselling also for the private sphere of concerned families;

> ➢ coach teachers;

> ➢ training of teachers where problems with racist action occur;

> ➢ networking with police and the administration, networking with civil society actors;

> ➢ development of action-plans.

The work plan for 2005 contains the production a CD Rom with curriculum material against anti-Semitism, the implementation of a Peer-Leadership-Training and the development of a new train-the-trainer curriculum for 30 teachers in Berlin.

3.1.2 Background Information

In order to grasp the "State Commission for the Prevention of Violence" the historical, social, demographical and legal background of Berlin has to be considered.

3.1.2.1 Historical and Social Background

Some remarks on Berlin's history are necessary to assess the particularity of the current situation there. It has to be proved whether these historical conditions have a relevant influence on the ability to replicate the "State Comission for the Prevention of Violence".

In 1871, Berlin became the capital of the German Empire. After World War I, Berlin was the capital of the Weimar Republic from 1919 to 1933. From 1933 to 1945 during the totalitarian dictatorship of the Nazis the city was the capital of the so called Third Reich.

After the Second World War the Allies (France, Britain, USA, Soviet Union) divided Berlin into four sectors. East Berlin was controlled by the Soviet Union and became the capital of socialist East Germany in 1949. East Germany or the "German Democratic Republic" (GDR) became a sovereign state in 1954 (without recognition of the Federal Republic of Germany).

In 1961, the East-German government started to build the "Berlin Wall" to avoid a mass emigration of the East Germans to the West.

In 1968 and during the following years West Berlin was the centre of left-wing student revolts. The Seventies in West Berlin were the focus of terrorism by the "Red Army Fraction".

The governments of West-Germany and West-Berlin made many efforts to keep the number of the population at least stable. Berlin's inhabitants and employers enjoyed a number of privileges, special subsidies, income tax reductions etc. The standard of living was artificially augmented, the cultural life was rich and highly subsidised. Due to economic growth and the subsidised economy in West-Berlin a large number of migrant workers from Former Yugoslavia and Turkey were recruited.

There was a relatively small number of immigrants living in East Berlin and most of them stayed temporarily within exchange training programmes. There were people from Cuba, Vietnam (about 10.000 still living in Berlin) and the Warsaw Pact countries. Most of them left the country and the city after the reunification, but there is still a considerable amount of people from these states living in Berlin.

East and West Germany were reunited on October 3, 1990. In 1991, the seat of government was moved from Bonn to Berlin.

The population of Berlin is 3,426,000 (January 2005). About 13 % are of non-German citizenship. The largest group with "foreign" origin are the Turkish, making up of 3.6 % of Berlin's population.

The following table shows the distribution of foreigners in Berlin:[107]

Citizenship	Total number	% of all foreigners	% of population
Foreigners total	444,027	100.0	13.3
Turkey	120,684	27.2	3.6
Poland	32,291	7.3	1.0
Serbia/Montenegro*	26,226	5.9	0.8
Russian Federation	12,928	2.9	0.4
Italy	12,836	2.9	0.4
Croatia	11,849	2.7	0.4
USA	11,699	2.6	0.4
Vietnam	10,425	2.3	0.3
Bosnia	10,305	2.3	0.3
Greece	10,209	2.3	0.3
France	10,066	2.3	0.3
Great Britain and Northern Ireland	8,599	1.9	0.3
Ukraine	8,325	1.9	0.2
Austria	7,991	1.8	0.2
Lebanon	7,877	1.8	0.2

* including Ex-Yugoslavia

The very different history of immigration in East- and West-Berlin over time created a very inhomogeneous demography. The inner districts have a proportion of residents with an immigration background of more than 25 %, while the suburbs of former East-Berlin have a proportion of 2–5 %.

High unemployment quotas particularly in the former eastern parts of the city generated dramatic social tensions between young and old and between social classes. This environment and the absence of a socialisation towards a democratic culture were a breeding ground for right-wing extremist groups as an expression of social frustration. Anti-democratic ideas brought up "easy solutions" of "racial" superiority, (doubtful) national identification and the denial of democracy as a politically successful model.

---

[107] **Pfaffhausen, Jürgen.** Ausländer in Berlin 2004 – eine kleinräumliche Betrachtung. Monatsschrift der Statistik Berlin 7/05, Berlin. 2005. at p. 226.

The economic parameters of Berlin are not encouraging these days. Unemployment reached 19.8 % in June 2005, the unemployment quota among foreigners is higher than 40 %.[108]

Situation of Pupils in Berlin

About 24 % of the pupils in Berlin have a so called Non-German Language of Origin (Nicht-deutsche Herkunftssprache – NDH)[109]. This group is of course not homogenous. The main problems are the lack of sufficient language skills, underachievement and drop-out without any formal compulsory school graduation. All these problems are not limited to pupils with migration background, but, strongly related to social class, education level of parents and the economic capacity of the pupils' environment. Segregation and concentration of NDH-pupils in schools is not extremely high but sufficiently significant.

The proportion of NDH-pupils in schools which allow access to university after graduation is with about 2,8 % extremly low. The gender proportion with 64 % male students is seriously to consider. Of those who get access to university education the proportion of graduations is almost the same for students with and without migration background.

3.1.2.2 International, Regional and National Legal Background

Germany is member of a number of important international treaties and conventions against racism. (See section 1.1.2.2 for details).[110]

Although Germany did not implement the EU anti-discrimination directives until now (Sep 2005), Berlin makes great effort to fight discrimination and racism within its integration and migration policy[111]. There is an anti-discrimination body in the city, a representative for integration at state-level as well as at district level – just to mention a few. The documented

---

[108] **Regionaldirektion Berlin-Brandenburg (ed).** Arbeitsmarktdaten Berlin-Brandenburg Juni 2005. Available online at: http://www.berlin-brandenburg.dgb.de/filemanager/ download/835/Arbeitsmarktdaten_Juni_05.pdf / **Der Beauftragte für Integration und Migration des Senats von Berlin (ed).** Berliner Beiträge zur Integration und Migration. Vielfalt fördern – Zusammenhalt stärken. Das Integrationskonzept für Berlin. 2005. at p. 5. Available online at:
http://imperia7.berlinonline.de/imperia/md/content/sengsv/intmig/doku/integrationskonzept.pdf (20 June 2005)
[109] For the following compare: **Ohlinger and Raiser**. Integration und Migration in Berlin – Zahlen-Daten-Fakten. Berlin 2005. at p. 30 – 37.
[110] A detailed compilation of anti-racism legislation in Germany is provided by the German Institute for Human Rights in: **Nii, Addy.** Rassistische Diskriminierung – Internationale Verpflichtungen und nationale Herausforderungen für die Menschenrechtsarbeit in Deutschland. Deutsches Institut für Menschenrechte, Berlin. 2005.
[111] See **Der Beauftragte für Integration und Migration**. Vielfalt fördern – Zusammenhalt stärken, Das Integrationskonzept für Berlin. Berlin 2005.

state-programme is an inter-authority approach to implement democracy at all levels of society.

3.1.3   Results, Assessment and Classification

The "State Commission for the Prevention of Violence" is one of various measures taken by the City of Berlin to fight racism and discrimination. Berlin identified violence as one of the main problems in the city. Racism is one of the causes for political violence, identified in the context of right wing extremism. Berlin pursues an overall policy against racism and discrimination composed by strategies concerning prevention and repression followed by the implementation of concrete measures. The combat against racism is seen as a permanent effort with a strong involvement of society, as the space where racism occurs. Every person is at risk to bring up racist attitudes and behaviours. Therefore the target groups are primarily potential offenders.

The roots of racist attitudes are seen in a lack of democratic understanding of pluralism. The key element in the fight against right wing extremism and racism is the promotion of democratic consciousness within the population. The basic setting is to speak and act for pluralism and equality of all individuals and groups as well as against the "scapegoat" theory. The measures are diversified, structurally organised and aim at the promotion of a democratic society.

The "State Commission for the Prevention of Violence" coordinates, advises and evaluates different projects against racism and discrimination. One of the examples given in the description are the "standpoint teachers". It is an institution to resist right wing extremism at school by increasing the awareness of the teachers and their ability to identify right wing attitudes and react in an adequate way to these attitudes and behaviour.

The work of the Commission is emphasized by its inter-resort cooperation and the participation of different authorities as education, justice, police and security forces. An important advantage of the commission is that its work is exempted from the official bureaucracy procedures which makes it easier to act and react at a high level. The cooperation with other German states also ought to be highlighted, which enables the commission to exchange experiences and knowledge.

The "State Commission for the Prevention of Violence" is an excellent example of the way to fight racism through education. The approach of combating racism at the roots by educating people for a responsible and reliable democratic citizenship is highly recommendable and applicable to other cities (even though the structure might not be due to political and legal reasons). The measures combine both improving access to education and challenging racism through education. The implementation needs structures which are not easy to find in a municipality. The organisational structure is of course recommendable. Furthermore, a municipality will often not have the power to influence the task allocation of teachers.

3.2 Education Offensive for Turkish Speaking People in the Region Stuttgart, Stuttgart

This example was chosen because it shows a successful approach taken by concerned people themselves targeting at the improvement of their own situation to overcome discriminatory structures.

3.2.1 Description

The education offensive for Turkish speaking people in the region Stuttgart (BoS) is a network of close cooperation between numerous Turkish associations, institutions and public facilities. All institutions involved in the educational work are invited to collaborate to transform the education policy for Turkish residents into integration policy and establish the necessary conditions for a better integration.[112]

The BoS was established in December 2000 from three initiators: ATA education academy, Aktif GmbH, the German-Turkish Forum Stuttgart e.V. (DTF) and the Turkish community in Baden-Württemberg (tgbw).[113] Today 20 predominantly honorary organisations with Turkish migration background are integrated (parents associations, German-Turkish associations, academics and student associations, Turkish consulate general Stuttgart).

---

[112] **Bildungsoffensive für türkischsprachige Menschen in der Region Stuttgart:**
http://www.bildungsoffensive-stuttgart.de/wasistbos.htm (25 June 2005)
[113] **Bildungsoffensive für türkischsprachige Menschen in der Region Stuttgart:**
http://www.bildungsoffensive-stuttgart.de/wasistbos.htm (25 June 2005)

The work is supported by a board of trustees of representatives from politics, administration, science and the media.[114]. The City of Stuttgart is also represented in the board of trustees by Gari Pavkovic, the representative for integration of Stuttgart.[115] The measure was not directly initiated by the city, but it promoted and supported the project.[116]

The initial reason for the establishment of BoS is the fact that people of Turkish nationality or origin represent the largest group of foreigners living in Germany. Many citizens of Turkish origin live at the edge of the society, reflected in the high unemployment figure and declining education quota. They are confronted with social exclusion and discrimination. As a result many Turkish inhabitants abandon the attempts for integration.

The aim of BoS is the better integration of inhabitants of Turkish origin in German society and the labour market. This requires a better access to education, which should be achieved through additional "educational offers". The programme of emphasis includes the acquisition of the knowledge of the German language and of social skills necessary for integration in education and the workplace.

Beside educational offers emphasis is also put on PR activities in the form of different events, the organisation of symposiums, information and advisory work for Turkish people. It is also provided for multipliers of German origin in all educational questions, cases of conflict and preparation of all materials and offers in German and Turkish language, who are representative for the Turkish society in Stuttgart.[117]

Particularly a close cooperation of all associations, institutions and public facilities is required. The structure of BoS consists of an administrative committee, which determines the objectives, the main focus of the work and the projects on the basis of market analyses. Furthermore, a board of trustees has been established to coordinate the dialogue with other institutions and important decision makers. In addition the experiences and infrastructure of the intercultural education academy Aktif (initiator) are important for success. Aktif plans and organises the education programmes and coordinates events and symposiums, as well as the information and advisory services.

---

[114] **EATA:** http://www.eata.info/bawue/bos/bos.html#idee (25 June 2005)
[115] **EATA:** http://www.eata.info/bawue/bos/bos2.html#kuratorium (25 June 2005)
[116] See the interview with Gari Pavkovic in section 4 of this chapter.
[117] **Bildungsoffensive für türkischsprachige Menschen in der Region Stuttgart:**
http://www.bildungsoffensive-stuttgart.de/konzept.htm (25 June 2005)

The programmes address directly the unemployed, graduates, pupils, infants and parents but also multipliers in kindergartens, schools, public institutions, associations etc.. The context varies depending on the target group.[118]

In the following two projects, funded by "Landesstiftung" (State-Foundation of Baden-Württemberg) and the German-Turkish Forum Stuttgart, of BoS should be illustrated briefly:[119]

(1) "*Parents active*", a project for Turkish parents, is in place since March 2003 in nine primary and secondary schools in Stuttgart. The courses, in Turkish language, take place one to two times a month in form of parent-teacher conferences. The willingness and ability of parents to be open-minded in terms of educational offers and to support their children in school, is necessary for the success at school. Therefore the main goals are, to integrate Turkish families into everyday school life, communicate knowledge about the German educational system, improve the parents' skills in order to improve and strengthen the communication between Turkish parents and German teachers.

(2) "*Agabey-Abla-Modelproject*"

Agabey and Abla mean "big brother" and "big sister". Seven schools in Stuttgart are involved in the project. Students of Turkish origin are the tutors in the project and support children in groups of six to eight through remediation in the subjects German and mathematics once a week, and meet once a month for leisure activities. The basic idea is that Turkish students studying at German universities may serve as role models and motivate children to a better success in school and support them in getting better understanding of the bicultural environment.

3.2.2   Background Information

See 1.1.2.

3.2.3   Results, Assessment and Classification

People of Turkish nationality or origin represent the largest group of Germany's foreign population. They exhibit a disproportionately high unemployment rate and a declining

---

[118] **Bildungsoffensive für türkischsprachige Menschen in der Region Stuttgart:**
http://www.bildungsoffensive-stuttgart.de/konzept.htm (25 June 2005)
[119] **Bildungsoffensive für türkischsprachige Menschen in der Region Stuttgart:**
http://www.bildungsoffensive-stuttgart.de/jahresbericht03-04.htm (25 June 2005)

education quota compared to other foreign population groups. To promote integration in society and the labour market, the Education Offensive for Turkish speaking People in Stuttgart (BoS) aims to provide equal participation and equal opportunities for Turkish in education. The additional educational offers aim to improve the access to education for children from Turkish families.

The mentioned projects "Parents active" and "Agabey-Abla-Modelproject" are two excellent examples to increase the chances for Turkish pupils at school. Children at this age need positive role models for the development of their own personality and of self-esteem.

The initiative employs multi-cultural education and extracurricular language training to promote equal opportunities and therefore enhances access to all forms of education.

The work of the BoS is related to the specific background of people of Turkish nationality/origin in Stuttgart, but is considered as replicable especially in other cities in Germany due to the fact that the proportion of people with Turkish background is the largest in most German cities. In other cities a similar institution could be adapted for other groups of the respective society.

3.3 Schulberatungstelle für MigrantInnen in Wien - School Advisory Institution for Migrants in Vienna

Vienna, the capital of Austria and at the same time one of the federal states, has 1.626 million inhabitants (2004)[120], a quarter of which has a migrant background (this means that the person is a migrant or is born into a migrant family[121]).

The measure was chosen as an example of institutionalised promotion of equal access to all forms of education.

3.3.1 Description

The City of Vienna founded the "Schulberatungsstelle für MigrantInnen" („School Advisory Institution for Migrants") as an institution to improve the access to education for children from migrant families, especially for those with a different mother tongue than German. It

---

[120] **City of Vienna**: http://www.wien.gv.at/statistik/daten/bevoelkerung.html (16 August 2005)
[121] **Integrations- und Diversitätsangelegenheiten (MA 17) des Webservices der Stadt Wien**: http://www.wien.gv.at/integration/ (16 August 2005)

offers extracurricular education to increase the chances for migrant pupils in the school systems and to guarantee and to improve the quality of education as well as to increase the number of migrant pupils in higher education. On the other hand, the institution should lead to a better integration of the pupils and their parents through support in communication with the teachers and the school system.

The idea of the institution was to influence the integration and to improve the quality of early primary education and preschool in order to increase their chances of attainment of higher education levels.

In 1994, the former "School Advisory Institution for Foreigners" was transformed into the new institution "School Advisory Institution for Migrants" (SBM), initiated as a new model for integration, founded by the official authority for education of the province of Vienna ("Stadtschulrat Vienna"), and the "Viennese Integrationsfonds" (WIF), which initially financed the SBM. The SBM can be seen as an important component among the measures to support integration by the Viennese "Stadtschulrat".

The SBM is part of the association "Interface – Verein zur Förderung integrationsrelevanter Bildungsprojekte" ("Interface – Association for the Promotion of Education Projects Relevant to Integration"), which is a non-profit organisation patronized by the Department 17 of the municipality of the City of Vienna which covers all matters of integration and diversity. As the name implies, the association aims for higher social, political and economical participation of children, young people and grown-ups with migrant background in society, especially in and through education. Interface promotes intercultural sensibility, awareness and competence in the areas of migration, integration and diversity. Interface negotiates actions to endorse participation of and equal opportunities for migrants in the area of education, culture and sports.[122]

The SBM aims the goal to support pupils coming from migrant families living in the second or third generation in Vienna to integrate better into the school system[123]. It provides information about the school system and the school authorities. The individual counselling services are related to all affairs concerning the school system and school matters based on the

---

[122] **Verein Interface**: http://www.interface.or.at (16 August 2005)
[123] **Wiener Intergrationsfonds (WIF) des Webservices der Stadt Wien**:
http://www.wien.gv.at/archiv/rkspez/1998/25/#3 / **Pressemeldungen des Wiener Intergrationsfonds**:
http://www.livetogether.at/wif_site/wif_pages/Presse_21_down.html (16. August 2005)

law of education. The goal is to reach higher integration of migrant pupils and an amicable daily school routine.

The SBM offers individual psychological consulting and supervision for children of migrants, as well as for their parents regarding problems at school and with the school authority, supported and coordinated by the school psychologists of Vienna.

Another task of the SBM is to build a link between the migrant pupils and their families and teachers and the school authorities. This is to avoid exclusion, discrimination and disadvantages for pupils with a mother tongue other than German. To overcome language barriers and to instill confidence in clients, the services of the SBM are offered in eleven languages (German, English, Turkish, Kurdish, Bosnian, Croatian, Serbian, Macedonian, Albanian, Chinese and Romani). This language service responds more efficiently to the needs of pupils and their families having a different mother tongue than German. The parents have the opportunity to speak with consultants in their own language. In some cases it is necessary to explain the basics of the school system and school life because it differs from those of the countries of origin. Through the SBM, parents from migrant background can get in better contact with their children's schools, which leads to more involvement in different areas of school life. The parents use the possibility to choose the educational career of their children.

All that leads to a better understanding of the problems of their children at school and to increase the communication between parents and teachers. To endorse that communication the SBM is taking part in different school events, for example parents' assembly at schools.

To support the successful integration of migrant pupils into the education system, the SBM offers extracurricular German language classes to pupils as well.

A special offer to school beginners is the so called "Vorlaufgruppe"("Pre-School-Group"). The "Vorlaufgruppe" is a German language preparation course for future pupils who have not visited kindergarten or whose German knowledge is not sufficient for other reasons. The "Vorlaufgruppe" also prepares the children for entry into school in a smooth way by giving social and pedagogical support, for instance to handle the fear of separation from their parents. The preschool socialisation will help to avoid problems in the first days of school and create a more positive view of the new situation for the migrant children. The curriculum

involves conversations, singing, playing music, painting and playing together. Most of the costs are covered; the cost for the parents amount up to € 8,- for the materials. The enrollment for the "Vorlaufgruppe" happens at the same time as the enrollment for primary school. The course starts after the Easter holidays and runs for ten weeks, three times per week in the afternoon for two hours in over 50 primary schools in Vienna.

Furthermore, the SBM organises yearly German classes during the summer holidays to freshen up the German language for pupils of primary schools and those pupils, who have previously attended schools outside of Austria and now continue in the Austrian school system. These German fresh-up classes take place every August for three times a week for three hours in several locations in Vienna. The class size amounts up to 10 to 15 pupils.

Additionally, the SBM organises a special tutoring group called "Gruppennachhilfe für Migrantenkinder an Wiener Schulen". These tutoring groups for migrant pupils take place in different locations in Vienna and offer learning aid in the disciplines German, Mathematics and English for different school types (primary schools, general and academic secondary schools, economics/commercial colleges).

The SBM also helps to arrange for individual tutoring for which the parents have to cover the full costs.

The SBM initiates and coordinates PR activities, organisation of different events, presentations and discussions about migrants' cultures of origin, prepares concepts, realizes intercultural and multicultural projects and publishes general information. It is furthermore active in the vocational training of pre-service teachers and in in-service teacher trainings.[124]

The SBM cooperates with the youth welfare service and external institutions that deal with school matters like "Jugend am Werk" or "Integration Wien" which use the expertise and competence of the SBM as a mediator.

They also offer help und support for students doing scientific work in areas concerning the work of the SBM. This leads to a higher scientific expertise in the SBM. Another project the SBM was involved in was "Bilingualität und Schule" ("Bilingualism and School") in co-operation with the "Ludwig-Boltzmann-Institut für Schulentwicklung und internationale vergleichende Schulforschung" ("Ludwig-Boltzmann-Institut for School-Development and International Comparative School-Research") and the Institute of Ethnology, Anthropology and Social-Anthropology as well as the Institute for Linguistics of the University of Vienna.

---

[124] **Verein Interface:** http://www.interface.or.at/angebote_sbm.htm (16 August 2005)

The project was financed 90 % of the WIF. The aim of the project was to analyze and evaluate the usefulness and efficiency of the measures in educational care.[125]

Another service gives support to pupils leaving school by finding an apprenticeship as well as giving information about the services of the AMS (Employment Services).

3.3.2   Background Information

In order to grasp the "School Advisory Institution for Migrants" the historical, social and legal background of Austria, in specific Vienna, has to be considered.

3.3.2.1 Historical and Social Background

A turning point in the history of Vienna was the end of the monarchy. In the times of monarchy Vienna was a multicultural city hosting administrative and military staff as well as workers from all over the empire. After the First World War most of the German-speaking parts of the Austrian-Hungarian monarchy got transformed into a republic, first officially known as the "Republic of German Austria" ("Republik Deutschösterreich"), then changed to "Republic of Austria". In 1922 Vienna was separated from the federal state "Lower Austria" ("Niederösterreich") and became a federal state in its own right.

Vienna is the largest city in Austria. It is the cultural and political centre of Austria and has international importance. Among other organisations the third official seat of the United Nations is located in the city.

Vienna has a population of approximately 1.626 million inhabitants (2004), a quarter of which has a migrant background. The proportion of the foreign population (without Austrian passports) in Vienna has reached 18 %. That constitutes 300,000 foreigners living in Vienna.

---

[125] **Wiener Intergrationsfonds (ed)**. Report 2001. 2002. at p. 39.

The table below gives an overview of the composition of the resident population in Vienna.[126]

Resident population in Vienna by citizenship (2004) (Source: Statistic Austria)	
Austria	1.333.084
Member states of the EU	34.178
Poland	18.258
Hungary	4.941
Slovakia	5.427
Czech Republic	2.224
Serbia and Montenegro	74.370
Croatia	16.886
Bosnia and Herzegovina	18.089
Mazedonia	7.161
Turkey	39.728
Other states	72.094
Total	1.626.440

The largest groups of foreign nationalities in the resident population of Vienna are citizens from Serbia and Montenegro and Turkey. The group "other states" is mostly made up of citizens from Romania (6.961 people), China (5.188 people), India (4.425 people), Russia (4.366 people), Iran (4.210) and Bulgaria (4.089 people).

The table below shows the proportions of foreign students in the different types of compulsory schools in Vienna. In the school year 2000/2001 about 28.000 non-Austrian students attended compulsory schools in Vienna. The average proportion of foreign students in Viennese schools is 21 %, similar as the proportion in primary schools. After leaving primary school a major difference in the schools careers of Austrian and foreign students appears. About 75 % of the foreign students attend general secondary schools, but just less then half of the Austrian students. The proportion of foreign students in special schools is larger: 28 %.[127] Students with a migrant family background are especially over-represented in schools types with low social prestige, for e.g. general secondary schools and special schools, and are under-represented in school types with higher social prestige. The results of the PISA study shows that in comparison with Austrian students the migrant students perform much worse.[128]

---

[126] **City of Vienna Webservice**: http://www.wien.gv.at/statistik/daten/bevoelkerung.html (16 August 2005)
[127] **Wiener Intergrationsfonds (ed)**. MigrantInnen in Wien 2001. Wiener Intergrationsfonds, Vienna. 2002. at p. 19.
[128] **RAXEN National Focal Point AUSTRIA. (ed)**. Analytical Report on Education. EUMC, Vienna. 2004. at p. 3.

Proportion of foreign students in Viennese compulsory schools (school year 2000/2001)	
Primary school (Volksschule)	21,7 %
General secondary school (Hauptschule)	29,7 %
Special school (Sonderschule)	28,0 %
Pre-vocational school (Polytechnischer Lehrgang)	30,5 %
Academic secondary school lower level (AHS-Unterstufe)	9,7 %
Total	21,0 %

3.3.2.1 International, Regional and Legal Background

See 2.2.2.2.

As a federal state Vienna has also a legislative competence concerning education according to the constitution. This includes the power to influence the development of curricula and to approve "educational experiments" which are new models of education be it structural, organisational or substantial, differing from regular forms of education.

3.3.3   Results, Assessment and Classification

The main task of the SBM is the mediation between migrant pupils, their parents, as well as between the teachers and school authorities. The inclusion of a neutral position in a conflict makes it possible to have an objective view over the situation. Both sides get the opportunity to mutual understanding, which could resolve misunderstandings and conflicts more peacefully.

An advantage of the work of the SMB is that services are offered in different languages. The migrant parents often do not have enough knowledge of the German language to express their concerns and build up stronger confidence. It is much easier for the migrant parents to describe their concerns to a representative of an independent institution who additionally understands the cultural background.

Furthermore, the parents often do not have an understanding of the Austrian school system because of its differences to the one in their origin countries.

Due to the language barriers and the lack of knowledge about the school system in Austria the migrant parents avoid getting in touch with the schools and teachers; they cannot understand the problems their children are having at school and can not help them because they do not understand their children's school life. Beside that they do not have the ability to support their children concerning the homework and the subjects because of the lack of German language skills.

By having more information about the school system the migrant parents can plan and mould their children's school careers. Therefore, the work of the SBM promotes a higher participation of migrant pupils in higher education.

The connection between the school authorities and the SBM should be highlighted. Through this the school authorities have the chance to hear the point of view of the migrant families and their concerns regarding their needs and difficulties in every day school life. The school authorities get an insight they would otherwise hardly get.
The SBM is a public institution; they are not dependent on a given budget. The work of the SBM can be done more or less independently; their work is actually only restricted by the contents of the "Stadtschulrat" of Vienna and the "MA 17".

One downfall of the SBM is the absence of an evaluation of their work. So it is not possible to pinpoint effects of the measures.

The institution SBM is a good example to improve the access to education by giving information about the school system and through mediating between parents and teachers. The measures are deemed to be replicable to other cities. It is a social support measure for disadvantaged groups. It addresses racism and discrimination indirectly by promotion of vulnerable groups. The institutional setting might be adapted to the respective structures of a municipality.

3.4   Local Educational Project, Lyon

During the Fourth European Conference of Cities for Human Rights held in Nuremberg (December 2004), Ms. Simone Daret, Mayor Representative, presented the main actions developed by the City of Lyon which fit with the Ten-Point Plan of Action. Concerning education, she underlined the importance of the access to education and culture in order to promote equal rights. She gave the "Local Educational Contract" as an example of actions carried on by the city.[129] This is the reason why this project which set up extracurricular

---

[129] **Daret, Simone.** La Ville de Lyon contre le Racisme et l'Antisemitisme pour le Savoir Vivre Ensemble (Workshop No. 5). Presentation of Lyon city at the 4. European Conference Cities for Human Rights. Available

activities for the children and stimulated educational activities dealing with tolerance, learning of respect and citizenship education shall be investigated.

3.4.1 Description

The City of Lyon has decided to invest in its education by building a coherent project ("path") for children and youth (for further information, see 3.4.2). In this regard, all actors involved in education were mobilized. A first step was the signing of an objectives contract in 1989. This first step showed the interest in a reinforced cooperation around shared goals and has allowed further development of the education projects approach. In 1998, the French state created the Local Educational Contracts (LEC). In 2004, more contracts were signed all over the country. The LEC in Lyon was signed in 2002.

The LEC constitutes one part of the global local educational project which is composed of three different kinds of contracts (the LEC, the "contrat d'objectifs et de moyens pour le temps scolaire" (COM) which concerns activities during school time and the "contrat temps libre pour le temps extrascolaire (CTL) which concerns activities during the holidays") [130] The activities offered by the LEC concerned extracurricular time that means the time just before or after the school time and the lunch time. Those offered by the COM occur during the school time and those offered by the CTL occur during the holidays. It has to be noted that these differences between the various times are in practice sometimes very blurred.[131]

The main LEC objective is to make all educational actions coherent. Thus, the local education project set up by Lyon aims to include children in a coherent and concerted educational path to answer to specific needs identified by the different actors involved in education.[132] Faced with a growth of different and unlinked projects which have nevertheless similar goals, the contract allows the development of a global educational programme of activities directed

---

online at: http://www.respect-des-droits.org/index.php?page=27x5 or
http://www.menschenrechte.nuernberg.de/admin/uploads/files/ecchr-daret-2004.pdf (21 September 2005)

[130] Politiques éducatives et Jeunesse, un Enjeu pour la Ville de Lyon. in: Grain de CEL, Lettre d'Information sur les Contrats Educatifs Locaux (No. 15, October-November 2003). at p. 3. Available online at: http://www.education.gouv.fr/cel/imagesetdoc/15gdc.pdf (31 October 2005)

[131] **Bavoux, Pascal**. Le PEL: "remue-ménage institutionnel" ou politique éducative locale? Les cahiers du DSU (Number 36). December 2002. at p. 5. Available online at: http://www.crdsu.org/gestion/pub/image_tel/crC36intro.pdf (27 November 2005)

[132] **P. Mercader.** Le projet Educatif Local de Lyon. Working paper. June 2001. at p. 7.

towards children, young people and their families.[133] The educational project was conceived by the different actors concerned by education (teachers, parents, NGO, local representatives) to gather all the finances (local authorities, Ministries of National Education, Youth, Sports, Culture and Urban issues, the Child Benefit Office (CAF), the Action Fund for Integration and Struggle against Discrimination (FASILD), in a systematic way. It is signed for a 3 years period and is renewable. It is aimed at pupils of primary and secondary schools with priority given to depressed urban areas.[134]

The school accompaniment measures that defined the support and the resources the children need to succeed at school – which may not be available in their familial and social environment[135] – have been set up to reinforce equal opportunities[136]. A balance must be found between the activities offered (cultural, sports, scientific and technical ones) with priority given to the struggle against illiteracy and to the involvement of young people. Also the best balance needs to be found between school time (which is under the responsibility of National Education Ministry) and leisure time.

To sum up, the local education policies become now a reality which has been stood progressively. Education ("l'éducatif") defined like *all the activities with an educational value which are different of teaching but which participate in the overall education action*" has appeared like a real stake for the whole society to promote equal opportunities for all territories and for all social backgrounds.[137] A ministerial directive from the 19th of November 2003 has moreover made official the expression of "local education policies on national initiative".

The French government stated that education is a shared mission between the state and local authorities. That is why it suggested negotiation and signing the Local Educational Contracts

---

[133] **Repères.** 2000-2006 - The French Urban Regeneration Programme. A New Objective for Towns and Cities. DIV, September 2000. at p. 9. Available online at: http://www.ville.gouv.fr/pdf/editions/regeneration.pdf (31 October 2005)

[134] **Orientation CEL 2005**: http://www.lyon.fr/static/vdl/ (30 October 2005)

[135] **Charte nationale de l'accompagnement scolaire, 2001**. Available online at : http://www.education.gouv.fr/cel/imagesetdoc/Charte.pdf (27 November 2005)

[136] **Circulaire du 25 mars 2004**. Available online at : http://www.sante.gouv.fr/adm/dagpb/bo/2004/04-21/a0211495.htm (27 November 2005)

[137] **Ministère de la Jeunesse, de l'Éducation Nationale et de la Recherche**. Les politiques locales éducatives à vocation interministérielle. February 2003. at p.5. Available online at: ftp://trf.education.gouv.fr/pub/edutel/syst/igen/rapports/politiques_educatives.pdf (27 Novembre 2005)

(circulaires interministérielles 9-07-1998 and 25-10-2000).[138] Moreover, this educative mission must be a shared responsibility between local authorities (departments, regions, and cities)[139], NGOs, families, teachers and the state.[140] This partnership is reinforced in a local committee involving all the actors concerned by education. The City of Lyon committee is under the presidency of the Mayor of Lyon and is composed of the: Rhône préfet (civil servant who is the government representative of the department), the inspector of schools, the president of the County Council, the director of the Child Benefit Office, the regional delegate of Action Fund for Integration and Struggle against Discrimination and the regional director of youth and sports ministry. The arrondissement mayors, the deputy mayors (for education, urban policy, community life, prevention, health, culture, sports) and some parents' delegates are also invited to take part in the committee.[141]

The local committee defines the intervention priorities from a local diagnosis. It receives all the projects, examines and classifies them. It sends the projects to the departmental running committee with its opinion about each of them. It is in charge of the projects' follow up and the evaluation. The departmental running committee chooses between the projects and provides finances, taking the opinion of local committee into consideration. At a national level, a joint ministerial committee composed of around 20 members (ministries, NGOs, syndicates, etc) follows up the national plan, evaluates it and establishes an annual assessment.[142]

A global education of the child represents one of the prime issues for the school success and for integration. Children and young people will benefit from both their school and leisure time if they are better articulated and well-balanced. The state wants to encourage all actors concerned with education to reach this goal and to promote the success of the most unprivileged children.[143]

The past few years, the different actors concerned by education in Lyon city have observed risks of social and cultural seclusion, the rise of prejudices, violence and anti-social

---

[138] **Contrat Educatif Local, Présentation:** http://www.education.gouv.fr/cel/pres.htm (31 August 2005)
[139] Those three levels are the three main administrative divisions in France.
[140] **Lyon**, Orientation CEL 2005; http://wwwlyon.fr/static/vdl/ (31 September 2005).
[141] **Mercader Patrick.** Le projet Educatif Local de Lyon. at p.12.
[142] **Contrat Educatif Local**: http://www.education.gouv.fr/cel/pres.htm (31 August 2005)
[143] **Contrat Educatif Local**: http://www.education.gouv.fr/cel/pres.htm (31 August 2005)

behaviour, attacks against secular education and a weakening of collective values. Therefore they decided to reinforce social cohesion by providing a sustainable answer.

The mainstay is to stipulate what is expected from the child and the adults in terms of behaviour, rights and responsibilities in school and in other organisations (public and community ones). Thus, the local educational project aims to create conditions promoting school success and to pass on values of peace, secularity, solidarity and justice. Finally, it must give the children the opportunity to become responsible adults and to respect themselves and others. The three main goals are:

 - ➢ School success in order to reinforce equal opportunities focusing in particular on children with learning and/or behavioural problems.
 - ➢ The fulfilment and open-mindedness of the child, the development of their abilities
 - ➢ The contribution to citizenship education.[144]

The activities offered must facilitate learning and give it meaning. They aim to put their knowledge and their competences to good use, to expand their centres of interest, to promote their learning of good citizenship by dwelling on cultural, social and economical resources of the city.[145]

The actions are aimed at pupils of primary and secondary level aged between 3 and 16 years old (67.000 children in Lyon). Special attention must be paid to the needs of children and youth recently arrived in France and those who do not have sufficient conditions for school and social success because of familial, social and cultural reasons.[146]

In Lyon, the local concerted approach organises a partnership and dialogue to coordinate the different actions, measures and policies. The local running committee redirects and proposes actions regarding evaluation. In order to promote the creation of projects, a harmonization of measures and finances has been set up to reinforce partnership and to optimize the means. The attention is also paid to the methodology and the definition of evaluating criteria.

A local diagnosis conducted to define the priorities of the local educational project underlined several observations concerning the target groups. The actors observed a decrease in the girls' participation in the activities after 12 years old; they also noticed a lack of appropriate

---

[144] **Le projet éducatif de Lyon**. Doc reference pel 2005-2007. Working Paper. 2 February 2005

[145] Orientations pour la mise en oeuvre des actions d'accompagnement à la scolarité dans le cadre d'un projet éducatif local, RhôneAnnée 2005. Available online at: http//www.ville-lyon.fr/static/vdl/contenu/enseignement/projeteducatif/orientationsclas2005.pdf (3 September 2005)

[146] **P. Mercader.** Le projet Educatif Local de Lyon. at p. 3. Orientations pour la mise en oeuvre des actions d'accompagnement à la scolarité dans le cadre d'un projet éducatif local, RhôneAnnée2005. Available online at: http///www.ville-lyon.fr/static/vdl/contenu/enseignement/projeteducatif/orientationsclas2005.pdf (3 September 2005).

measures for children creating trouble and the weak participation of parents, in particular those encountering difficulties.[147]

To illustrate how the city tries to deal with these problems, several examples of projects selected to be part of the local educational project have been selected:

A community centre offers activities for pupils in secondary school who could be or have been already expelled from school. These young people are mostly migrant children and face various educational and social difficulties which compromise their social integration. They need to experience different levels of socialisation to learn about citizenship and need the relationship to adults to understand the norms. Some of them are new in France and need a great deal of help in French, something that schools are not able to offer. Others are expelled from school and need places to escape from street and delinquency. Together with the parents and the schools concerned, the centre is open each afternoon during class time and a few days during the holidays. The young people come voluntarily and must follow the rules of the centre. They participate in workshops (games, computer…), cultural outings and debates with professionals (for example on violence, health…). Adult coordinators listen to them, talk with them and help them to organise themselves. The three main goals of this project which offer an alternative kind of socialisation to school are: to contribute to the social integration of the young people, to provide them with activities allowing open-mindedness and thus, to involve the parents. This action concerns about 270 children.

Another association has developed activities to reach immigrant mothers in order to create a meeting place. During these meetings, the mothers can share their experiences and knowledge and search for solutions to their daily life difficulties. The idea is to encourage the mothers, in particular those who do not speak very good French, to keep their social role and to get them in contact with other women of different social and cultural backgrounds.

3.4.2   Background Information

3.4.2.1 Historical and Social Background

The history of Lyon, known at the time as Lugdunum (meaning "the hill of light" or "the hill of crows") began under the Romans, in the first century B.C. when the city was proclaimed capital of the three Gauls. By the end of the 15th century, Lyon was an important centre of

---

[147] **Le projet éducatif local de Lyon**. Les éléments remarquables issus des états des lieux et des diagnostics. Working paper. June 2001.

trade with fairs and a well-developed banking system which attracted commercial interests from all over Europe. Development continued through the 17th and 18th century with the Lyon silk industry. The French Revolution in 1789 brought a brutal halt to expansion but development was re-vitalized under the Napoleonic Empire. Lyon became an industrial city. Urban development continued to expand. During World War II, Lyon was the centre of the French Resistance. During the post-war period, Lyon acquired a European dimension. The 1980s saw a new drive to improve the city's infrastructure. The momentum continues today. In barely a dozen years, Lyon has become a major metropolis.[148] Lyon city expressed its intention to become a member of the Coalition of Cities against Racism.

The Lyon Metropolitan area is the largest one in the Rhône-Alpes region with 1.2 million inhabitants. The Lyon city population is around 445.000 inhabitants. If the population of the Rhône department is getting older, the young people under 19 in Lyon are around 94.200. The foreign population is around 35.500 inhabitants (7,8 %) but the population with foreign origin is much more important (collecting statistical data based on ethnic origin in France is forbidden and thus not available). Being one of the major industrial areas in the country, the region and Lyon city in particular have experienced important migration waves (Greeks, Italians, Armenians, North Africans, Chinese, and more recently from East European countries).

In 1999 (the most recent demographic data from the last general census), the unemployment rate in Rhône-Alpes region was 11,9 % compared to 8,9 % in 1990. Unemployment hits women and young people hardest. The eastern Lyon area suffers from a major imbalance, with unemployment in Vaulx-en-Velin (a city in the metropolitan area) reaching 23 %.[149]

Situation of Immigrated Children in France and Lyon

In 1999, 4.310.000 immigrants (a third of them with French nationality) were resident in metropolitan France and represented 7,4 % of the population. The great majority of them arrived from the North African countries and Turkey, sub-Saharan and West Africa and South-east Asia. Immigration from the countries of central and Eastern Europe and from Russia is starting to develop. According to Ministry of Education statistics for 2002, immigrant pupils accounted for 6 % of enrolments in primary education and 4,6 % of enrolments in secondary education. Out of 372.000 immigrant pupils in primary schools, the

---

[148] **City of Lyon:** http://www.lyon.fr/vdl/sections/en/tourisme/histoire (31 October 2005)
[149] **City of Lyon:** http://www.lyon.fr/vdl/sections/en/tourisme/population/?aIndex=0 (31 October 2005).

most strongly represented nationalities are Moroccan (86.000), Algerian (54.000), Tunisian (27.000) and Turkish (48.000) while 48.000 pupils are nationals of an African country. At 37.000, the Portuguese are the most numerous among the 60.000 European Union Citizens. Out of 245,000 immigrant pupils in secondary schools (compared to 412.000 in 1990), 64.000 are Moroccan, 26.000 Algerian, 18.000 Tunisian, 32.000 come from African countries and 22.500 from Turkey. Out of 43.500 European Union Citizens, 26.400 are Portuguese. There are also 11.000 pupils from European countries outside the EU. The majority of immigrant pupils are concentrated in the conurbations of the three largest French cities (Paris, Lyon and Marseille).

According to a report of the General Inspectorate for Education (May 2002), the amount of pupils recently arrived in France whose mother tongue is not French have increased from 6 % to 20 % of all immigrant pupil arrivals over the last decade, with a very clear deterioration in the situation regarding the rights of immigrants. Indeed, the number of irregular immigrant children is rising.[150]

According to the last census, children of migrants represent 21,2 % of the children and young people aged under 24 in the Rhône department.[151]

3.4.2.2 International, Regional and National Legal Background

In the Third Report on France, the European Commission against Racism and Intolerance underlines that progress has been achieved in a number of areas; however, ECRI recommends that the French authorities take further action in a number of fields.[152]

At the international and regional level, treaties such as the Framework Convention for the Protection of National Minorities and the European Charter for Regional or Minority Languages have not yet been signed. The legal concept of a minority remains unacceptable to French jurisdiction. The French authorities still refuse to sign and ratify the Convention on the Participation of Foreigners in Public Life at Local Level and to ratify the European

---

[150] **Eurydice (ed)**. Integrating Immigrant Children into Schools in Europe. France National Description 2003/04. Eurydice, Brussels. 2004. at p. 4. Available online at:
http://www.eurydice.org/Documents/Mig/en/frameset_immigrant.html (31 October 2005)
[151] See Census 1999 of the **Institut National de la Statistique et des Etudes des Economiques:**
http://www.insee.fr/fr/home/home_page.asp E
[152] **European Commission against Racism and Intolerance (ECRI) (ed)**. Third Report on France. ECRI, Strasbourg. 2005. at p. 6.

Convention on Nationality. France has neither signed nor ratified Protocol N°12 to the European Convention on Human Rights, which sets out a general prohibition of discrimination. Finally, the United Nations Convention on the Protection of the Rights of all Migrants Workers and Members of their Families has not been signed because French authorities consider that this subject matter requires a Community approach.[153]

	Year of Joining/Signature/Ratification
European Union	Founding Member
Council of Europe	1949
United Nations	1945
Convention for the Protection of Human Rights and Fundamental Freedoms (ECHR)	ratified 1974
International Convention on the Elimination of All Forms of Racial Discrimination (ICERD)	ratified 1971
International Covenant on Economic, Social and Cultural Rights (CESCR)	ratified 1980
Convention Against Discrimination in Education	ratified 1961
International Convention on the Protection of the Rights of all Migrant Workers and Members of their Family	not signed
European Social Charter	ratified 1973
European Convention on the Legal Status of Migrant Workers	ratified 1983
European Convention on Nationality	Signed 2000, not yet ratified
European Convention for the Participation of Foreigners in Public Life at Local Level	not signed
Framework Convention for the Protection of National Minorities	not signed
ILO Convention No. 111 concerning Discrimination in Respect of Employment and Occupation	ratified 1981

National and Regional Legal Background

The fight against discrimination

Before the 1990s, racism and discrimination issues were diluted, in France, in the more general area of integration and urban problems. The urban policy, which was set up 20 years ago, has its limits due to the integration model. For decades, hundreds of neighbourhoods with an over-representation of immigrant populations were affected by economic and urban crisis. This policy has attempted to promote a better integration of the immigrant population.[154]

Today, even though the urban policy continues to be implemented, the debate has changed from integration issues to discrimination ones. Since the 90s, one can note an increasing

---

[153] **European Commission against Racism and Intolerance (ECRI) (ed)**. Third Report on France. at pp. 7-8
[154] **Repères.** 2000-2006 - The French Urban Regeneration Programme. A New Objective for Towns and Cities.

autonomization of this issue which became a topic of intervention for national and local public authorities.[155]

Thus, the Departmental Commissions for the Access to Citizenship (CODAC) were created in 1999. Their mission was to fight against discrimination by public informing and by promoting civics. They had to make some suggestions to improve the integration of migrant children and to deal with the treatment of the different situations of discrimination. A hotline (the "114") was also created for the victims. In 2004, the CODAC became the COPEC (Commission for the Promotion of Equal Opportunities and Citizenship). From that time, they can intervene in all forms of discriminations (based on origin but also on religion, sex, handicap…) and they counsel the victims on the legal appeals.

Finally, on implementation of two European directives on discrimination (2000/43/CE, 29th June 2000 and 2002/73/CE, 23rd September 2002), a new body was established in early May 2005. The mandate of HALDE, the High Authority on the Fight against Discrimination and for Equality, covers all forms of direct and indirect discrimination prohibited by the French legislation or in international agreements ratified by France. The HALDE has two principal tasks: firstly, addressing cases of discrimination and secondly, promoting equality.

The HALDE can identify discriminatory practices, help victims to make a case against agents of discrimination, carry out an investigation and demand explanations from defendants, carrying out hearings and collect evidence, including gathering information on site.
With regard to public bodies suspected of discrimination against particular persons, the HALDE can demand inquiries be launched on the body under investigation. It may equally engage in mediating between the victims and the defendant and to oblige the defendant to follow its recommendations and to sanction non-compliance with publication of the case. The second objective of the High Authority is to guarantee the promotion of equality, by carrying out and commissioning studies and research, by promoting and supporting initiatives of both public and private bodies aiming at the promotion of equality, and by identifying best practices. Finally, HALDE may recommend modifications to existing law or the adoption of new legislation. Similarly, HALDE is consulted by the government on all questions concerning anti-discrimination and the promotion of equality.[156]

---

[155] **Haut Conseil à l'Intégration**, Lutte contre les discriminations: faire respecter le principe d'égalité, Paris, La Documentation Française, 1998.
[156] **Ministere de l'Emploi:** http://www.social.gouv.fr/htm/pointsur/discrimination/halde_anglaishtm (28 September 2005)

The legal apparatus for combating racism and racial discriminations has been reinforced in the criminal, civil and administrative laws; concrete measures have been taken to combat anti-Semitism which still remains at a very high level; however, as noted by the ECRI, law enforcement officials and members of the judicial service receiving complaints are not always sufficiently alert to the racist aspect of offences and the victims are not always adequately assisted with the formalities. The existing criminal and civil law provisions must be fully applied and the legal framework in civil and administrative law still must be reinforced.[157]

In Lyon, a similar development has been observable. In 2001, the local authorities decided to set up a real local integration policy. They have since put a great deal of importance on discrimination issues. The city authorities have undertaken: to create a monitoring commission on segregation; to set up a commission ("Mission Égalité") competent to deal with all cases of discrimination; to organise training for local government officials and representatives to make them aware of discriminations.

To mention but a few of these measures, a working group called "Groupe d'Initiative pour l'Intégration dans la Ville" (GIPIV) was created in 2003 on the Mayor's request. This consultative authority aims to document the malfunctions and limitations as regards integration, to define the needs, to notice and stimulate good practices and to formulate concrete recommendations to the Mayor. Two reports on discrimination in employment and in housing have been already published. The "Conseil Lyonnais pour le Respect des Droits", an extra-municipal commission, brings together 45 associations and elected representatives. It was the driving force behind the membership of the City in the European Charter for Human Rights in the City. At the moment (Sep 2005), a report on racial discriminations in Lyon urban area is underway. Without mentioning all current actions, it must be said that the fight against discrimination and for equal rights is a huge task in progress in Lyon.

Education System

The education system in France is organised by the decentralisation laws of 1982 like a system of shared (but very unbalanced) competences.

The local authorities are responsible for the construction and maintenance of school buildings.

---

[157] **European Commission against Racism and Intolerance (ECRI) (ed)**. Third Report on France. at p. 6

The Ministry of Education is in charge of the content of curriculum for each subject and level, as well as the recruitment, training and management of the teaching staff. It determines the status and regulations of schools, allocates their appropriate quota of staff and organises examinations and awards qualifications. In order to implement this policy, the ministry has "external" administrative departments known as academies. Education is compulsory between the ages of 6 and 16 and divided into three stages: primary education (école élémentaire) between the age of 6 and 11; lower secondary education (collège) from the ages of 11 to 15; and upper secondary education at the age of 15 either to a general and technological "lycée" or to a vocational "lycée" ("lycée professionnel"). It is very important to note that the enrolment of pupils in public schools is based on a geographical principle: pupils are normally (dispensations are possible) registered in the school of the area in which their parents live. This fact allows us to understand how school segregation, a major problem in some areas, is a consequence of the urban segregation. State education is free of charge.[158]

The ZEP, created in 1981 and now called REP (priority educational networks), constituted education policies which force local authorities to invest more (in terms of operational resources and of teacher/pupils ratio) in the schools, classified in ZEP by the ministry of Education (the criteria are: the geographical location, the socio-economic background of the families, the number of foreign or non French speaking pupils, the number of pupils with learning difficulties or drop out). In the context of uniformisation of the school system, these policies were unable to reach a real democratization and to fight effectively against inequalities. Quite the reverse, the school segregation, defined as a "physical, social and symbolic separation process of pupils according to characteristics from the pupils themselves or from the local environment", has increased, especially in the Rhône department which Lyon city belongs to.[159]

Therefore, even if the school's first task is the success and qualification of the young people, it appears that it is no longer able to reach these goals alone. That is why partnerships and links between urban and education policies are becoming important. The success is achieved by the struggle against urban, social and school segregation. Therefore, the Local Education

---

[158] **Eurydice (ed)**. Summary Sheets on Education Systems in Europe – France. January 2005. Available online at: http://www.eurydice.org/Documents/Fiches_nationales/en/frameset_EN.html (31 October 2005)

[159] **Payet Jean-Paul.** Ségrégation scolaire: état des lieux, perspectives d'action. Cahiers du DSU (Number 36). December 2002. at p.39.Available on line at: http://www.crdsu.org/gestion/pub/image_tel/crpelpayet.pdf (27 November 2005)

Contract (CEL), which constitutes the educational part of urban policy[160] within discrimination issues, is still embedded.

Education and Awareness Raising

Primary schools', colleges' and lycées' curricula focus proactively on other cultures within each subject of the normal school curriculum (literature, history, language, music…), thus enabling all pupils to study other cultures.[161] The education programmes have been further developed at all levels to promote a fuller appreciation of cultural diversity, especially in the field of civic education; special projects are devoted to some topics such as the positive aspects of immigration and the need to fight against racism.[162] An "anti-racist" week is now held in schools in March. The French authorities are aware of the rising problem of anti-Semitism and racism at school: a school violence watch unit has been created. But ECRI recommends that teacher training concerning the fight against anti-Semitism and intolerance in school must be intensified and that dialogue between teachers, pupils and parents must be organised to combat this problem.[163]

National Rights to Education and Supporting Measures for Immigrant Children

Instruction is compulsory for both French and foreign children between the ages of 6 and 16. Registration of pupils of foreign nationality must not therefore be dependant on their producing a residence permit.[164] However, allegations remain of continued refusal by authorities, in certain cases, to enrol children whose parents are illegal immigrants or Travellers.[165]

Pupils who are newcomers to France and have an inadequate knowledge of French or difficulty with learning (evaluated by the school concerned) receive intensive daily part-time tuition for a limited period in French. This provision is offered in "classes d'initiation" (CLINs, or beginners' classes) in primary schools, and "classes d'accueil" (CLAs, or introductory classes) in secondary education. The aim is to achieve full mainstream integration as soon as possible by the end of the year or, at most, two years. A more precisely

---

[160] **Bulletin Officiel de l'Education Nationale** (Number 44). 09 December 1999. at pp.1-2. Available online at: http://www.education.gouv.fr/bo/1999/44/default.htm (27 November 2005)

[161] **Eurydice (ed)**. Integrating Immigrant Children into Schools in Europe. France National Description 2003/04. at p. 8.

[162] **European Commission against Racism and Intolerance (ECRI) (ed)**. Third Report on France at p. 15.

[163] **European Commission against Racism and Intolerance (ECRI) (ed)**. Third Report on France. at p. 30.

[164] **Eurydice (ed)**. Integrating Immigrant Children into Schools in Europe. France National Description 2003/04. at p. 3.

[165] **European Commission against Racism and Intolerance (ECRI) (ed)**. Third Report on France. at p. 21.

targeted scheme of "classes d'acceuil pour élèves non scolarisés antérieurement" (introductory classes for pupils with no previous education) is provided in secondary education to acquire everyday spoken French and the rudiments of reading and writing French. The aim for these young people is to establish clear professional objectives.

The native language is taught in courses on language and culture of origin organised by primary schools and colleges when the language concerned is not offered as a foreign language. This teaching is provided in accordance with bilateral agreements with countries of origin.

Teams of educators are asked to develop an on ongoing dialogue with immigrant families to explain to them the way the French education system works.[166]

3.4.3 Results, Assessment and Classification

As indicated above, the two main aims of the PEL are to fight against underperforming at school and to promote equal opportunities. This policy is clearly more consistent with an education for citizenship approach than with a multicultural one even though some multicultural aspects like the respect of the parents' culture of origin can be found.[167] To study its impact, one must keep in mind a major tension in the way of dealing with discrimination in France: on one hand, the citizenship manufacture like historically conceived by "the republican model" requires "indifference towards differences"; on the other hand, the struggle against discriminations should force to take these differences in consideration. Thus, numbers of official documents concerning the local educational projects speak of "*social mix*", "*pupils from depressed urban areas*", "*pupils having difficulties*" or "*in a situation of exclusion*". Although the terms of "children with migration background" or "immigrant children" are rarely used, the PEL is clearly, but non exclusively, aimed at them to find a solution to the segregation in schools.

The impact assessment provided by Lyon city[168] is above all an operational appraisal aiming at improving the project. Indicators regarding the impacts on the target groups could not be found. Four main points are significant:

1) Firstly, to search for a better link between the different activities offered by the project. For that, it is necessary to have a better overview of all the activities and all

---

[166] **Eurydice (ed)**. Integrating Immigrant Children into Schools in Europe. France National Description 2003/04. at pp. 5-7.
[167] **Mercader P.** June 2001. at p. 10.
[168] **Ville de Lyon.** Bilan du Projet Educatif de Lyon. Working Paper. 2005.

the actors involved. The document proposes to develop places of dialogue in order to make the interventions more coherent.

2) To support projects which precisely answer to identified needs, in particular those which promote the social mix of the pupils. The document proposes: to spread better information about financial aids for families in order to facilitate the participation of all the children; to promote projects with partnership between schools and associations.

3) To involve the parents setting up really participative dynamics. It is suggested to promote a direct communication with the families and to reinforce the measures to help those who face greater difficulties.

4) To reinforce a local and concerted approach setting up a simple and shared impact assessment.

In a national report, some fragmentary informations concerning the PEL in Lyon was found[169]. It noted that in Lyon, thanks to the PEL, the educational role of the school could change. The school is now becoming a local regulation agent in the neighbourhoods.[170] All the analyses concerning those new policies underline this change: traditionally considered like a "sanctuary", an extra-territorial institution, the school is henceforth in line with its social, economic and cultural immediate environment even if sometimes this change came up against what another document called "ideological" reticence.[171] In the Rhône department, this policy has allowed a better mutual recognition of the role of each actor involved in education (at p. 23). Concerning the impact on the pupils, the report notes a reduction of the expulsions and a better respect of the rules by the pupils. But on the other hand, no impact could be observed on the learning success.(at p.30). This kind of measure would imply much more cooperation with the Education Ministry in order to set up some long term follow up of cohorts which is not the case for the moment.[172]

As seen, these local educational policies are quite recent and represent a major turning point.

---

[169] **Ministère de la Jeunesse, de l'Éducation Nationale et de la Recherche**. Les politiques locales éducatives à vocation interministérielle. February 2003. Available online at :
ftp://trf.education.gouv.fr/pub/edutel/syst/igen/rapports/politiques_educatives.pdf. (27 Novembre 2005).
[170] **Ministère de la Jeunesse, de l'Éducation Nationale et de la Recherche.** February 2003. at p.22.
[171] **Collection Repères.** Projet éducatif local et politique de la ville. Les éditions de la DIV. July 2001. at p.4.
Available online at : http://www.ville.gouv.fr/infos/editions/index.html. 27 Novembre 2005
[172] Politiques éducatives et jeunesse, un enjeu pour l'avenir de la ville de Lyon. Revue Grain de CEL (Number 15). October-November 2003. at p.6. Available online at:
http://www.education.gouv.fr/cel/imagesetdoc/15gdc.pdf. (27 November 2005).

Nevertheless, the chronical deficiency of the assessment is frequently underlined and explained by some methodological considerations. Thus, a great multiplicity of variables (pupils' characteristics, diversity of the activities…) must be taken into account. Besides, there are too many and quick instruction changes. Those policies are characterized by a very complex pile of measures which were difficult to understand for the actors.[173]

The positive aspects often noticed are that the young people have opportunities to be engaged in cultural or sportive structures they did not know or have the means to frequent by themselves. This possibility to access to educational activities outside of the school time is particularly important in a very pronounced context of segregation in schools. The teachers acknowledge that a better link between school time gives a better efficiency to their work.[174]

The main limits are the great complexity of these policies. In the big towns, the numerous activities offered to the teachers and to the young people risk to bring about consumerist behaviours.

Finally, if the activities organized in partnership with the schools, they can make them more attractive[175] and thus contribute to change their image[176], we must notice that ethnic discrimination within schools are not directly tackled and not already officially recognized. Actually, neither legal nor administrative norms have been made concrete in school. Those who want to act in this field can not refer to any legitimacy principle. Ethnic processes in schools are subject to administrative control. The hierarchy of national education abstains from regulating this process and sometimes does not even support action locally initiated to reduce its consequences[177]. That was the case in Lyon when the local authorities decided to set up a think tank to fight discriminations at school which has been refused by the Education Ministry representative.

In this context, if the local educational project can represent a progress for the promotion of equal opportunities, it appears that the actions remain limited. A first important step would be the acknowledgment of the segregation by the education administration in order to really solve the problem.

---

[173] **Ministère de la Jeunesse, de l'Éducation Nationale et de la Recherche**. February 2003. at p. 17.
[174] **Ministère de la Jeunesse, de l'Éducation Nationale et de la Recherche**. February 2003. at p. 36.
[175] **J.P. Payet**. December 2002. at p. 40.
[176] **Ministère de la jeunesse, de l'Éducation Nationale et de la Recherche.** February 2003. at p. 29.
[177] **LORCERIE F.** École et appartenances ethniques. Que dit la recherche ? at pp. 23-24. Available online at: www.recherche.gouv.fr/recherche/fns/lorcerie.pdf. (23 September 2004).

4 Summaries of Conducted Interviews

4.1 Interview with Mr. Mehmet Havlaci on the Education Offensive for Turkish speaking People in the Region Stuttgart (BoS)

The interview with Mr. Havlaci, who is the representative (coordinator) of the Education Offensive for Turkish speaking People in the Region Stuttgart, was conducted by Alexandra Stocker, ETC Graz, on October 10th, 2005 via e-mail-questionnaire.

1. What are your concrete tasks as the coordinator of the Education Offensive? General tasks of the BoS?

I coordinate the cooperation of the 19 integrated associations of the Education Offensive, organise regular meetings of the association representatives and coordinate the projects. I also lead the project "Eltern Aktiv" (Parents Active). It concerns education seminars for Turkish parents regarding school and educational topics. The seminars are led by native speaking experts (psychologist, social pedagogues, etc.) and regularly tae place at schools in different urban districts. I define the topics of the seminars, organise the referee and the accommodation as well as invite the parents - usually in cooperation with the Turkish parents adviser of the school. Regarding the latter the personal contact is very important. I visit Turkish parents at their home and also operate as mediator between Turkish parents and teachers at schools.

The general task of the BoS is the coordination and improvement of the educational work of Turkish institutions in the region Stuttgart. Experiences and competences are bundled and cooperation with "German" mechanisms (city administration, schools,…) is developed.

2. Are there specific measures to improve the access to education for pupils with Turkish origin? Are there measures to reduce/combat racism and discrimination through education?

Our "Agabey-Abla model project" ("big brother-big sister") is established for the direct extracurricular promotion of Turkish pupils in primary and secondary school (classes 3-6). The project aims to support and advise pupils by students of Turkish origin and includes a remediation as well as common leisure activities (e.g. museum or library visits). It succeeds to improve the short to medium-term school success of the pupils through individual support and direct contact to the pupils (model-learning).

By the close contact with the schools prejudices held by the teachers and headmasters/mistress are diminished. As regards the pupils and parents a better bond of trust in the school is to be determined.

3. Is the fight against racism legally regulated?

Numerous schools take part in anti-discrimination programmes, but we must state that only little effect is registered concerning the teaching staff. Individual pupils are still disadvantaged or segregated due to their migration background. The quota of defection of pupils with migration background from primary school into further schools is an indicator of the worse education opportunities - and as a result of worse chances for choosing an occupation. It requires comprehensive school development strategies, sensitization measures and a stronger participation of migrant parents in the everyday life at school for the prevention of such discriminations.

4. Who is funding the measures/institution? Is the budget appropriately endowed? In what respect is the city involved in the BoS?

The BoS financed their measures ("Parents active" and "Agabey-Abla model project") so far from project funding of the national donation Baden-Württemberg as well as the Robert-Bosch-Donation. Office space was made available by the German-Turkish Forum Stuttgart. This financing came to the end in March 2005. At the moment we have submitted new requests to different places and we are preparing new projects.

The budget is appropriate for the extent of the project. A larger budget would of course enable an expansion of the project. There is also a lack in continuity. The projects usually only run for one year. It is difficult to find further funds to continue the projects over several years. This is why the process of integration is often surceased over months. However, in such phases I continue to work honorary, in order not to endanger goals already reached.

The state capital Stuttgart has (so far) not contributed financially to the projects of the BoS. However, we are supported idealistically by the cities' representative for integration and cooperate in several education projects. Furthermore, BoS has the possibility to introduce itself to a broad specialised public in the international committee of the local council as well as on meetings of the Council of Europe.

5. Do you personally have the impression that something has changed through BoS? (What is your estimation of the effectiveness and achievement of objectives?

The cooperation of the Turkish associations has improved strongly. It resulted in a more professional work, an intensified self evaluation and a more self-confidence in relation to German institutions. BoS is accepted as contact partner for educational questions, projects are known across the city boundaries and are often inquired. Parents who participated in the seminars, are in a process of rethinking and regretting that the seminars do not keep running.

6. Does a formal "Impact Assessment" (measurement of positive and negative effects) and/or an evaluation of the results exist? If so, what are the methods?
Regarding the above mentioned projects, a self evaluation as well as an evaluation by the Robert-Bosch-Donation and the national donation Baden-Württemberg took place.

7. Positive and negative lessons learnt?
The financing of the projects is always uncertain due to the temporally limited term of the project. Before clear success can be achieved, the project usually ends or is terminated. A long-term support would be necessary for both the pupils and their parents. Long-term funding of the projects by the city would be desirable.
The feedbacks of the schools involved, parents and the school administration are positive and support our concept of individual contact with people of Turkish origin. Also the schools regret that the projects are not further financed.

4.2   Interview with Mr. Rajakovics on the Human Rights City Graz

The interview with Mr. Rajakovics, who is the Official for Human Rights Issues at the Mayor's Office and City Councillor in Graz, was conducted by Nicole Thurn, ETC Graz, on October 28th 2005, at the Mayor's Office.

1. What are the goals of the Human Rights City's action plan? Has the human rights city of Graz achieved all of them?
The "Human Rights City" was foreign minister Benita Ferrero-Waldner's idea. At first the City of Graz thought that it would be entitled to be known as a "Human Rights City" because of already existing measures and initiatives. It was not aware that implementing new initiatives would influence the decision.

The goals of the action plan were to look at the theoretical superstructure which comprised the university and led to the establishment of the "European Training and Research Centre for Human Rights and Democracy". Two important goals have not been achieved yet: the implementation of a "human rights council" and the realization of a survey of institutions and groups working in the human rights field in Graz. The "peace centre Graz" will be commissioned with the survey.

Concerning network-building, it must be said that it is stagnating at the moment. During the meetings, some NGO's were not satisfied with the discussion which led to a break-up of the cooperation. Networking is also relevant with regard to the involvement of the parishes, as they also do relevant work in the field of human rights.

The most urgent measure now is to take a survey of existing initiatives and institutions. That would be the basis for implementing a human rights council and the evaluation of measures.

2. Does the budget suffice for the project?

I think the budget is adequate. The problem is that we do not have an overview for all initiatives, therefore a survey would be indispensable. If the institutions and groups working on human rights issues knew of each other, it would answer many questions related to the line of action and budget-distribution. Additionally, we could see whether extra money would be needed in some fields of action. There is also some resentment between professionals and voluntary services. Some municipal policy-makers are afraid that voluntary services could demand more financial support but I do not think that this would be the case because these are different approaches to work.

3. Has there been any evaluating of the project by the municipality?

No, but as I said before, it would be firstly necessary to do the survey. An evaluation has to be done directly after that. For this reason, it is necessary to establish an advisory board that sets out criteria for evaluation and assessment.

4. What would you say are the "lessons learnt" through the implementation process? What advice would you give cities that want to become a "Human Rights City"?

It would be better to do it the other way round. If a city decides to become a "Human Rights City" – and is not concerned by a "top-down"-decision as we were – it would be necessary to take the survey of initiatives, groups etc. at first. If the overview reflects that there are relevant groups then a decision can be made by the city council. After that, contact with a

university should be established; in our case the implementation of a Human Rights Centre such as the ETC. Finally, an evaluation and assessment of the measures and initiatives should be carried out. It is also important to define the limits of "Human Rights". It does not mean, that everybody can do what he/she wants. One person's human rights end where another's begin. A clear definition has to be made. The City of Graz is often confronted with accusations of not to do enough for all groups concerned with social problems. For example we are confronted with accusations that, as a "Human Rights City" we have failed because we do not employ unemployed apprentices at the municipal services. This is not possible because we could not offer any jobs for them after apprenticeship. Another example is that we should do more for homeless people. I guarantee that Graz offers housing for everyone, but some people do not accept offered communal apartments. That is why it is important to define "Human Rights" clearly to prohibit misuse.

4.3 Interview with Mr. Stephan Voß on the Commission against Violence in Berlin

The interview with Mr. Voß, who is the head of the Office of the State Commission against Violence in Berlin, was conducted by Klaus Starl, ETC Graz, on June 24, 2005 at the office of the commission.

1. Institutions, tasks and budget

The trigger was the publication of the crime statistics in the early nineties. The city reacted with the elaboration of a catalogue of measures and actions to be taken to reduce violence in Berlin. In 1994 the state commission against violence was founded as a cross-sectoral institution at the highest possible level. This ensures the cooperation of various departments and the fast reaction on occurring problems within administrative competences and hierarchies. The commission is not only responsible for the educational sector, but also for justice, internal affairs and others. The main task is the prevention of violence rather than combating it with means of repression, even though this is also an important field. A permanent topic is of course right-wing extremism and thus racism. The commission is more of a 'think-tank' and coordinator and delegates the implementation of projects to official or private partners. The budget for the delegated projects in this respect is decided by the state

programme against right wing extremism, xenophobia and anti-semitism. It can be seen as adequate. In the education sector most of the actions are financed by the department's budgets.

2. Are there specific measures to improve the access to education? Are there measures against racism through education?

The access to education is regulated by law. Children have to attend school in their neighbourhood. The barriers to higher education are a different matter. It matters where people live and what their social environment is. But the commission works in a problem-oriented way at a very local level and tackles every-day racism. An important initiative is the "Standpoint-teacher"-initiative which offers about 8 training events a year for about 80 teachers. There are also psychologists for violence prevention in every school.

3. Is the fight against racism legally regulated?

There exist general provisions for goals of the framework curricula and the role of school education in the society. The confrontation with right wing extremism is part of the curricula. But, it is the method which has an impact on society rather than the specific content. Knowledge about the NAZI cruelties is the one thing, but, internalisation of human dignity might be another.

4. What are the positive and negative lessons learnt in your work?

As mentioned, sometimes problems are approached by the wrong means. To me, a strategy of anti-racist work needs the recognition of the problems and the problem areas. It needs an analysis and a discussion process, as broad as possible to attempt to reach everybody if possible. Finally it is necessary to formulate a set of measures adequate to reach the goals.

4.4   Interview with Mr. Yildiz on the "School Advisory Institution for Migrants"

The interview with Mr. Yildiz, who is the officer for consulting and public relations of the "School Advisory Institution for Migrants" in Vienna, was conducted by Gerlinde Kohlroser, ETC Graz, on October 19th, 2005 by telephone.

1. What are the general tasks of the institution SBM?

General tasks:

1. Individual counselling and support (concerning the school careers, support when moving school (concerning the school choice and classification)), mediation between pupils/parents and Teachers/School Authorities, support for pupils with learning difficulties who may have to change to "Special Schools", giving help in finding language classes and classes of the AMS, the Austrian Employment Services), in accrediting certificates, translating activities for schools institutions and for parents, help with official business, family visits to schools, Projects: "Nachhilfe Projekte" („Tutoring group projects"), "Vorschulische Vorlaufgruppen" („Pre-School-Groups"), „Individual counselling in different languages", „Summer Languages classes"

2. Psychological counselling and support for Migrant children and their parents concerning education, problems in the schools as well as with the School Authorities, in cooperation as well with the support of the "Wiener Schulpsychologen" ("school psychologists of Vienna").

3. General information and PR activities (information activities for pupils and their parents during events at schools, at youth centres, special project lessons in schools; collaboration in vocational training of pre-service teachers and in-service teachers training; lectures and discussions about origin cultures, about integration problems, about the situation at school of migrant pupils for teachers, at teachers' colleges, at schools, for parents' associations and many more; cooperation with other migrants institutions as well as in consortiums and in working groups), PR activities raise the population's awareness of the topic and to abolish discrimination and racism.

2. Are there concrete measures to reduce racism and discrimination through education or to improve the access to education?

Yes, there are some measures from other institutions (like Zara). The SBM is just about to be informed about individual cases, which are mostly difficult to prove. In such cases, the SBM contacts the respective schools to find out what happened. This demands certain diplomatic skills and a sensitive and cautious approach.

3. What is your personal opinion about the effectiveness of your institution and about the achievement of objectives?

There is no evaluation of the effectiveness, so it is only possible to estimate the effects. It has a positive influence on the number of Migrant pupils in higher education. The parents are

better informed about the school system and have got more self-confidence regarding the school authorities.

4. Do you have a formal "impact assessment" (ie. are you evaluating the positive and negative effect of your measures?) What are the methods of the evaluation?
Till now there has been no formal "impact assessment" or evaluation.

5. What are the positive and negative lessons you have learnt up to now?
There are many other positive results besides those already mentioned. Most importantly, the migrant pupils and their families now interact more confidently with the schools. The migrant pupils and their families are better informed about school matters, they involve themselves more actively in the schools. They have more opportunities to control their school careers.

Other than the afore-mentioned positive effects of the SBM, there are many negative experiences the SMB has to go through. First of all, the school authorities and the schools are not always helpful. They sometimes obstruct the work.
In some cases the SBM is getting involved too late, and the mediation is becoming too difficult. In such cases we can only react, but this must be regulated.
Another problem is the attitudes of the teachers. Many of the teachers have little or no knowledge about their pupils' cultures of origin, so they can not understand the habits, problems and special needs of migrant pupils.
Only around 8 percent of the pupils have no knowledge of the German language. So it is not such a huge problem, but some of the politicians are abusing the topic for their own purposes.

6. Where is the budget of the SBM coming from? Is the budget adequate? In which way is the city Vienna involved in the SBM?
The SBM do not have their own budget, it is a department (authority) of the state of Vienna. So the SBM is a public institution financed by the state of Vienna.
The SBM was founded as a model for cooperation of the "Stadtschulrat" of Vienna and of the Viennese "Intergrationsfonds" (WIF), which have since been closed. The new partner is the "Municipal Department – Integration and Diversity" (MA 17), which is going to lead to changes in the near future.
The SBM's staff is composed of six employees, three of which are employed at the "Stadtschulrat" of Vienna and three at the MA 17.

III Synthetic Analysis and "Replicability"

1 Synthetic Analysis Framework

The requirement of Commitment Nr. 8 of the Ten-Point Plan of Action is to "*Challenge racism and discrimination through education*". This should be achieved by strengthening measures against discrimination in access to, and enjoyment of, all forms of education. Commitment 8 follows two strands in the successful struggle against racism and discrimination. The first will ensure access to all forms of education by eliminating structural discrimination or taking affirmative action. The second strand will use education as an instrument in the fight against discrimination.

The goal of this study is to formulate recommendations on how cities can approach "*Commitment 8*".

The next step of this research is to analyse the previously documented measures of municipalities at a higher level of abstraction. The following section aims to provide a basis for the assessment of applicability of measures under different circumstances.

The analysis classifies measures by distinguishing between
> ➢ purpose and target groups (functional),
> ➢ reactive or preventive approaches and the substantial issues (systematic) and
> ➢ the overall condition and situation of the respective city (structural).

The first classification is based on the sections '*Description*' and '*Results, Assessment and Classification*' of chapter II. The second type of classification has already been prepared by structuring the documented measures in '*Campaigns*', '*Strategies*' and '*Institutions*'. The third approach derives mainly from the section '*Background description*'.

The applicability of municipal measures concerning *Commitment 8* is generally limited. Usually education policy is up to the individual states. Municipal legislative competences are restricted in this regard. Secondly, the school systems (types of schools, duration of compulsory school, requirements of access to higher education) are difficult to compare. The

documented measures are often designed according to that specific system which is of course reasonable, but, it also limits the applicability under different conditions.

What is plain to see is the problem of underachievement of pupils with ethnic, cultural or religious background other than those of the majority population. This is a common problem throughout the documented cities and the reasons for this vary. All measures taken to improve the situation for underachieving pupils are considered as being useful in the sense of an equal opportunity policy and reduce the consequences of structural discrimination. These measures improve the access to all forms of education.

A second common problem is that racism also exists among the young people. It is not at all a 'shadow of the past', it is real and ongoing efforts are needed to fight racism. Therefore, any measure in education with the chance of success should be recommended.

Educational measures are always long-term, their impact is hard to measure and the cause-effect ratio is difficult to prove.

1.1   Functional parameters

The first question concerning measures of education arises by asking what is the purpose of and who are the addressees for educational measures against racism.

There are measures and actions targeted at the victims of racism and discrimination. Others focus on the 'offenders'. Some measures involve both sides, considering that discrimination is always experienced by each individual both as a victim and as a perpetrator.

Measures addressing the victims of racism and discrimination assume an indirect transmission mechanism. They tackle underachievement and improve the social standing of vulnerable individuals and groups. Teachers, parents and school authorities may be involved in the activities. These measures tackle structural discrimination rather than direct racism. Equal opportunities, improved school performance and the altered qualification as well as the improvement of the quality level of the education institution in terms of reputation, tackles patterns of discrimination. This has a positive impact on the access to (higher) education for

individuals, lowers barriers in choosing professional careers thus reducing social and economic distances to the majority population and preventing structural discrimination. The idea behind it is that equality will amend the chances to resist racism on the one hand and reduces 'reasons' of an alledged inferiority on the other hand. The replicability of these actions is influenced by the specific problems in a given city. This includes the (legal and organisational) competence of a city to take any measures within the educational sector, segregation and assignation of pupils to schools, socio-economic conditions of vulnerable groups and other structural parameters of the considered municipality. Underachievement and inequality of chances are also class-related phenomena. They might be caused by discrimination but, not nessecarily by racism or cultural differences.

Content-related measures primarily address potential offenders. These actions should prevent racist attitudes and behavior. Methods vary as well as the subjects at school which are considered as appropriate to deal with anti-racist education.

All of these measures may be implemented within the curriculum or extra-curricular. Concerning the access to education or supportive measures, extra-curricular measures are deemed to be appropriate because they offer something additional and therefore improve chances for vulnerable groups. Content-related measures should be implemented within the curriculum, not least to reach as many people as possible.

Strategies and institutions tend to follow both strands and are expected to be more effective than those addressing only one side of the problem.

1.2   Systematic parameters

The second line of distinction is made between **reactive and preventive** measures to combat racism including their substantial scope. This seems to be important for the assessment of replicability.

The first type is called reactive approach because a direct or singular connex between specific problems and the taken measures are presumed. This approach is often required to react accurately on concrete events, situations or developments. However, this approach has its

clear limits in its short-term perspective and the limited range. Direct reactive measures should be embedded in a strategic overall concept.

The second type can be called **strategic and preventive** approach. It stems from a variety of identified goals which need to be achieved. This approach has a clear strategic aspect, is designed for long-term impact and targeted at a wide range. These measures can be replicated more easily than the reactive-ones in tendency. However, they will only be successful and effective if they can be operationalized adequately. Racism is not a single-dimension issue. Its causes are complex and its consequences can often not be predicted. It can not be tackled without considering carefully the accompanying factors such as socialisation of individuals and groups, cultural characteristics, (in-)equality of chances and opportunities, economic conditions and more.

However, the preventive approach does not necessarily contradict the reactive approach. In the daily struggle against racism the policy will probably be the most successful when applying a mix of the two instruments, ensuring that the reactive measures do not undermine the goals of the preventive strategy. Particularly the proportionality of reactive measures must be considered and followed.

Strategic and preventive approaches against racism also have to consider the specific conditions of a community. Even though replication will be recommended, concerning sustainability and long-term efficiency, they must focus on the specific problems and short-term conditions of a given city. Strategic concepts must be open and flexible to dynamic social development and ensure the ability of immediate (re-)action.

Besides the question of prevention and reaction, the classification of methods is important for the assessment of applicability. Measures may be content-related or method-related and they can be implemented either within the curriculum or as an extra-curricular activity.

1.3   Structural parameters

This analysis focuses on the specific situation of the cities in which measures are taken or implemented, rather than on the measures themselves.

For the purpose of classification of commonalities and differences the following parameters are relevant for the description of the various cities' situations:

- Social
- Economic
- Political
- Legal

These parameters are described for the selected cities in the 'Background' sections which are already structured accordingly. A couple of commonalities concerning these parameters were found.

1.3.1 Social and economic parameters

Size and location of a city will have an influence on the choice and applicability of measures and programmes against racism. Measures taken in a city with five million inhabitants might be different from those which are adequate for a small city.

History, historical development and events also influence the demographic composition of a city's population as a result of previous political facts as former political system, war, colonialism, industrialisation and so on. Historical parameters have an impact on the culture and a 'collective memory' which is an expression as well as a root for a culturally shared value system, as tradition it is part of the local moral habits. Good and bad historical experiences became a part of this collective memory over time and lead to unconscious and unjustified sympathy and antipathy. The collective memory of a society is often reproduced in education.

Social parameters are probably the most important factors explaining the causes for racist attitudes and their expression and consequences. They also play a crucial role in designing anti-racism strategies. It is out of the limits of this research to consider all or even many of the important social factors. Therefore some factors were selected which seem to be of particular relevance. These are:

- The demography of the city, concerning the proportion of (ethnic) majority and minority population
- Which groups and individuals are perceived as the 'others'
- Local and social in- or exclusion and segregation
- Social reputation, class and economic situation

In spite of the diffused influence on people's attitudes, proportion and compilation of a city's population are in fact parameters to consider when planning integration and equality policy and measures against racism through education. It is important to say that in some countries like France or Sweden, it is difficult or impossible to collect the information on inhabitants' "ethnic" background. Their constitution prohibits 'racial profiling'. For cities in these countries, without knowing ethnic and national origin of the targets of discrimination, it is not always easy to define their actions against racial/ethnic discrimination. One important recommendation for overcoming this problem is cooperating with NGOs representing vulnerable groups and/or to instal independent anti-discrimination bodies who are working confidentially and report only aggregated data on ethnic, religious or linguistic groups and their experiences.[178]

Most of the cities and measures documented in this study have comparable proportions of majority and minority groups. The latter consist of migrants, refugees and autochthonous minorities. In most cases more than a hundred nationalities are represented. However, proportion, origin and duration of residence are important factors, particularly concerning their various legal consequences. Political participation and legal protection are effective only after naturalization in most of the considered countries.[179]
Ethnic and national origin of immigrants affects racist attitudes and expression as well as vulnerability and victimisation. It is therefore considered a key factor for anti-racist strategies. Additionally, due to the cultural diversity, measures have to be adapted for the reason of involvement of vulnerable groups and recognition by these groups.

Segregation is one of the biggest problems and can be observed in all selected cities. Social exclusion – local, economic and cultural – is practiced often by both sides, even though the responsibility for inclusion lies primarily with the majority. Segregation is a cause as well as a result for the (non-) acceptance of diversity. Segregation and exclusion are the main challenges for municipal policy. It is seen as the crucial factor of a successful strategy against a racist atmosphere with all the possible consequences.

---

[178] compare **ECRI**. Policy Recommendation 4 on National Collection of Data on the Experience and Perception of Discrimination and Racism for the Perspective of Victims, Strasbourg, 1998, where this problem is addressed.
[179] see on this: **Geddes, Niessen et al**, European Civic Citizenship and Inclusion Index, Brussels, 2005.

Another factor is the perception of groups and their members. The social standing is considered as a relevant parameter in the debate on effective anti-racism policies. There is of course a difference between anti-Semitic action of right-wing groups denying pluralism and the contempt of migrant workers by their colleagues or neighbours. However, these feelings, perceptions and reasonnings are mostly motivated by indefinite fears, social competition and psychological patterns of enhancing self-esteem by devaluating others.

Throughout time, some groups seem to have been victims of racism quite independently from specific "justifications". These are black Africans, members of the Jewish communities and members of the traveller communities. Members of these groups are confronted with racist attitudes and discrimination throughout Europe. Without any further justification, they have been alledged of being of inferior human dignity. This is clearly open racism and unfortunately one can hear this in the streets of London, on public transport in Berlin, in bars in Bologna and in football stadiums all over Europe. This leads to the important question of who the offenders really are and which social groups they belong to. Involvement of the offenders is as important as the involvement of the potential victims.

The parameters which will be used are:
- Proportion of majority and minority population (percentage of minority population)
- Inclusion (indicated by the proportion of pupils with 'foreign' background in higher education)
- Segregation (concentration of foreign pupils in schools, estimated as high, modest and low)
- Cultural and ethnic diversity of minorities, indicated by the number of different nationalities and their proportion

The economic parameters are strongly related to the social parameters determining the corner stones for an anti-racist strategy. We can distinguish between factors of the economic structure, the given infrastructure and the effects of economic cycles as for example unemployment. Economic factors affect the vital interests of people. Access to the labour market, housing, education, health-services and access to goods and services in general must be inherent parts of any policy pursuing equal opportunities as a precondition for the fight against racism. Welfare is a key factor in the access to justice and consequently to legal protection. Welfare is often inequally distributed among different groups. The opportunities

for vulnerable groups to earn a sustainable income have to be considered. Economic inequality leads to social segregation and formation of social classes.

1.3.5   Political parameters

The political dimension must be considered at various levels. Firstly, the political system in which the city is embedded and is part of is highly relevant because this determines the principal opportunity of an independent (legal) action (see below).

Secondly, political pluralism plays a role concerning the ideological approaches to social policy. Traditions and political culture influence the selection of political, social and legal instruments. Whether political parties pursue the goal of an 'integrated society' and social diversity or promote directly or indirectly an atmosphere of 'we and the others' is crucial.

Political willingness is a crucial precondition for the effectiveness and success of any anti-racism strategy, particularly in education. This willingness necessarily includes giving adequate priority on the political agenda to these efforts and to take care of the appropriate equipment with infrastructural and financial resources by counting up the (pecuniary and non-pecuniary) benefits of prevention and reparation with the social and economic loss and damages caused by the consequences of racist motivated exclusion, violence and discrimination.

The parameters indicating the political willingness to fight racism are thought to be:
- Right to vote for all residents at community level
- Formal commitments made by the city government (resolutions, adherence to the 'Coalition', signing the Charter for the Safeguarding of Human Rights in the City, and others)
- Financial resources committed to the fight against racism (according to the statements of responsibles)
- Existence of official institutions (foreigners' council, integration authorities, and other)

1.3.6 Legal parameters

Cities' opportunities to use legal instruments and the competence of legislation is often limited to the national or regional law, particularly for the politically most relevant field of education. Legislative competence concerning education can be found in cities which have the status of a state with its own constitution within a federal state, for example Vienna or Berlin.

The study describes the respective legal system in a top-down manner starting with responsibilities following from respective international human rights law. As municipalities are part of the public administration they are bound by international and national laws. The study therefore considers which international human rights law is ratified and how these instruments are implemented at national level. The next step was to distinguish between federal and central structures of legislation in the areas of concern.

Four dimensions of municipal influence on the educational sector are deemed to be relevant for the assessment of a measure being replicable.

- Influence on curricula.
- Opportunity to initiate and implement extra-curricular measures.
- Employment, selection and assignment of teaching staff.
- Administration.

1.4   Table of Parameters

To give a guideline for the assessment of applicability of actions and strategies, the table below attempts to characterise the specific situation of the selected cities by attributing the elaborated parameters. Any strategic planner can assess her or his own city according to this scheme and use it as the space for action. Of course, this scheme is limited by the information available and by the presumptions made by the authors. It does not necessarily say that chosen strategies must be successful under the same conditions or unsuccessful under different ones. It is not suggested as a recipe. But, it can be used as a tool for analysis, and it is thought to be open to amendments and adaptions.

Parameter	Aberdeen	Berlin	Graz	London	Lyon	Stuttgart	Vienna
Human rights laws	7	6	6	7	6	6	6
Legislative competence	Partly	X		Partly			X
Right to vote				X			
Formal commitments against racism/discrimination	X	X	X	X	X		
Achievement, proportion of foreigners/minorities in higher education (national, see EUMC, migrants, minorities and education 2004, at p. 40-42)	9 %	3,9 %	5,6 %	9 %	6,2 %	3,9 %	5,6 %
Free choice of school/ school district allocation	District	District	Free	District	District	District	Free
segregation (concentration of foreigners in schools)	High	High	High	High	High	High	High
Diversity, > 100 nationalities / ethnicities	X	X		X	X	X	X
Diversity, < 100 nationalities / ethnicities			X				
Diversity, > 40 % of one ethnic / national community		X	X			X	X
Diversity, < 40 % of one ethnic / national community	X			X	X		
Inhabitants > 2 mill.		X		X			
> 1 < 2 mill					X		X
> 500 t < 1 mill						X	
> 150 < 500	X		X				

After having defined the parameters categorising the cities it is now necessary to set up a classification framework for the documented measures.

Parameter	Intercult-ural Trainings, Stuttgart	London Schools and the black Child	Aberdeen City Council Race Equality	Human Rights City, Graz	Commission for the Prevention of Violence, Berlin	Education Offensive, Stuttgart	School Advisory Institution, Vienna	Local Educational Project, Lyon
Single action, event	X	X						
Strategy			X	X				
Institution					X	X	X	X
Target group	(migrant) pupils, teaching staff	Teachers, parents, students, municipal workers	All educational services and programmes	All citizens	Pupils, teachers, parents, groups in danger of being recruited by right wing extremist groups	Pupils and parents with Turkish origin	Pupils, parents, teachers, school authorities	Pupils of disadvantag-ed groups
Vulnerable groups	Migrants	'black' min.	all ethnic and cultural minorit.	all ethnic and cult. minorit.	All potential victims of violence	Turkish minority	Migrants	Under-privileged pupils
Promotion of access to all forms of education		X	X			X	X	X
Education against racism	X		X	X	X			X
Content	Intercultural education			Human rights edu.	Citizenship education			Citizenship education
Method	Knowledge-oriented, interactive, awareness-raising	awareness-raising	Knowl.-oriented, interact., awareness-raising, Counsell., monitor.	Knowl.-oriented, interact., awaren.-raising	Knowledge-oriented, interactive, awareness-raising, counselling	Language, counselling	Language, counselling, support	Knowledge-oriented, interactive, awareness-raising

2   Analysis of Documented Measures

2.1 Single Actions and Campaigns

The **Intercultural Training in Stuttgart** is designed as a single project and an educational instrument towards intercultural learning. It is classified as an implicit educational instrument against racism, because it aims at the mutual understanding of pupils for other cultures and provides a basis for raising self-awareness about prejudices. As the training promotes cultural diversity in a positive sense, the goals of the training also implicitly aim at the reduction of racist attitudes. The additional offer of intercultural trainings for teachers should encourage them to use intercultural topics in the subjects and is therefore seen as an advantage for the learning process of the pupils.

Generally, the project can be **replicated** in other cities, as it is an extra-curricular measure that does not depend on any legislative competences of the municipality.

As it is designed as short-term-project, it is highly **recommendable to embed** the intercultural training **in a broader policy strategy** that covers higher-ranking levels of society (such as public authorities).

The **Conferences "London Schools and the Black Child"** have been classified as a project, as they were designed as single events organised by the Mayor of London. The purpose of these conferences was to discuss the reasons for underachievement of pupils with African or Caribbean background with several stake-holders (teachers, parents, school representatives) in public. This project refers to the access to education, as unintentional racism has been made out to have an impact on the poorer school performance of these pupils.

As the conferences are organised by the municipal government and are not dependent on any conditions, but the willingness of the stakeholders to attend, they are **replicable** to other cities. Of course, the specific content of the conference would have to be adapted, as the specific problems and the groups referring to underachievement and inequality in the access to education may be different in other cities.

Finally, the Conferences are **recommended** as essential **first step towards implementing an overall policy** aiming at the promotion of equality and reduction of racism within the access to education. As they try to reveal racist mechanisms in the structure of education and to locate problems faced by pupils with "ethnic" background in the education system, they contribute to the fight against structural and individual racism and discrimination.

2.2 Policy Strategies

The **Education Authority Race Equality Policy of the Aberdeen City Council** has been established through a top-down legislation process initiated by the Race Relations (Amendment) Act 2000. After that, the City Council has set up a commitment for every public authority to implement the race equality policy and meet its duty. Following this, the Municipal Education Authority is responsible for the schools doing their duty.

The strategy aims at both structural and individual racism, that means it implements measures on the level of **access to education** <u>and</u> **uses education as instrument** against racism and discrimination.

As the competence of the municipality for the race equality strategy is regulated by national law, this strategy may **not fully be replicable** in other cities. Where cities do not have such autonomous competences, single measures of this policy could be adapted (such as the monitoring of racist incidents in schools, network building between parents, school and pupils, etc.). Generally, it should be possible for almost all municipalities to implement a race equality scheme in their authorities, to allow self-monitoring and self-controlling without order from above. As the policy offers a broad approach of race equality measures covering all stakeholders and public authorities in the education system, it is **highly recommended** to implement such a strategy by cooperation with the state or to adapt it to municipal level.

The **"Human Rights City" Graz** is classified as policy strategy, because it has a broad approach by providing Human Rights Education to all groups of society. Therefore, education is generally used as an **instrument** to get people into contact with Human Rights. Single measures also aim at the **access to education** (such as the distribution plan of pupils against segregation in schools). As Human Rights reflect the universal principle of human dignity and equality, racism among other, is a clear target of Human Rights Education.

The **content-**related concept of a "Human Rights City" can **generally be replicated** in all municipalities that have the opportunity to implement extra-curricular educational measures. Human Rights should concern all members of society and it is highly recommended to implement such an approach. The success of an implementation depends on the quality of network-building and good cooperation, that is made by the municipal government and NGOs. This will be easier to fulfil, if the city is not too large. In a metropolis, it will be very difficult to establish a centralised approach of Human Rights Education, because continuous

cooperation within the network and regular meetings for discussion have to be practicable. In regards to this, the Human Rights Education Programme could be implemented at district level.

Finally, it is **recommended** that the Human Rights Education Programme should be **combined with racism-targeted educational measures** to guarantee that racism is tackled efficiently.

2.3 Institutions

The **State Commission for the prevention of violence in Berlin** has been established at federal level as an institution covering a broad range of measures targeting the prevention of violence, especially with regard to right-wing groups, which is achieved through using **education as an instrument**.

Berlin, being both a federal state and a municipality, is an exception. As Germany's education system is very decentralised and its legislation lies with the federal states, Berlin does have certain legal scope to implement measures.

Therefore, the institution **cannot be replicated with regards to the legislative competence**, which Berlin has. Nevertheless, it is **recommended to adapt the organisational structure** of the institution on municipal level. Establishing an institution working at various levels and with a network of partners guarantees sustainability towards the fight against racism and is highly **recommended as best practice**.

The **Education Offensive for Turkish speaking people in Stuttgart** is an institutionalised network of organisations and is therefore classified as "institution". It aims at equal opportunities in the access to education and is specialised for students with Turkish as their first language. As underachievement often is caused by structural inequalities and racism, several projects have been realized to stabilize and improve school performances for these pupils, concerning the affirmation of language and other skills or the active integration and involvement of the parents.

This institutionalised educational project can be **partly replicated** in other cities, because the groups affected by structural inequality have to be adapted according to the respective population structure. A further precondition is the degree of self-organisation of ethnic or cultural groups. It may be difficult to implement this offensive in big towns, as an efficient cooperation between all stake-holders has to be ensured. In that case, the network could be

implemented at district level. The Education Offensive is recommended, because it aims specifically at one group affected by unequal opportunities in education (in this case Turkish pupils). All measures are balanced with the specific needs of this group and can support them efficiently. To tackle racism concerning other groups, we **recommend** this educational policy **to be embedded** in an **overall strategy against racism**.

The **School Advisory Institution for Migrants in Vienna** offers extra-curricular education to migrant pupils to improve their school performance, something which is often affected by structural inequality and racism related to the **access to education**. It offers a broad range of support, such as language courses, psychological consulting and consulting of migrant parents regarding school-related issues.

The institution has been established at municipal level and is therefore **fully replicable** in other cities. As it covers specific needs of migrant children that are existent in almost every city and education system, the content is also replicable.

The **Local Educational Project in Lyon** is an institutionalised educational programme that refers to both measures concerning the **access to education** and **educational measures,** such as citizenship education. By signing a contract with the state, all educational goals within the municipality are made coherent. The educational measures aiming at learning responsibility and democratic citizenship are crucial goals in educating people to be responsible, respectful and autonomous. In addition to this, educational measures have been set up to improve children's school performance and to provide equal opportunities in the access to education.

As the Local Educational Project in Lyon has been established through a Local Education Contract between the municipality and the state, it **may be replicable only under specific conditions.**

However, as the project has general goals, the project can be **replicated** if it can be adapted **at municipal level**.

The Local Educational Project is **only partly recommended as "good practice"**, as it displays a lack of goals towards tackling racism and discrimination. It has formulated several goals, that could combat racism implicitly, such as the prevention of violence, the open-mindedness of children etc.. It has a good approach concerning the provision of equal opportunity in access to education , but it seems to be too general as to be an appropriate remedy for racism.

IV Recommendations

The authors of the following 12 recommendations are:

- Referring to the Declaration and the Ten-Point Plan of Action adopted by the founding members of the European Coalition of Cities against Racism on Dec. 10th 2004 in Nuremberg, Germany,
- Referring to the Declaration adopted on the occasion of the International Conference on Human Rights "Living Together": the European Coalition of Cities Against Racism, on Sep. 24th 2005 in Nuremberg, Germany,
- Considering that all the cities mentioned in this paper are part of countries which are members of the Council of Europe, the European Commission against Racism and Intolerance and members of international human rights bodies,
- Convinced that for the fight against racism and all forms of discrimination a sustainable and comprehensive approach consisting of complementary and corroborating measures is necessary,
- Considering the social, economic and legal diversity of cities and the restrictions they are faced by the respective national state,
- Recalling that all countries mentioned in this study have enshrined provisions and principles against discrimination and the principles of education for a democratic citizenship in their legislation on education,
- Convinced that the implementation of human rights needs to be focused on the local and municipal level to have the required impact on the individuals and on the social cohesion,
- Recalling the active role cities play in resolving social conflicts.

On the basis of the findings of the current study, the following 12 recommendations to challenge racism and discrimination through education are proposed to the municipal authorities for their consideration:

1 Recognition and political cooperation

1. Recognize education as one of the most important and effective instruments in the fight against racism and discrimination,

- *in order to*

- reach a long-term impact on society,

- tackle racism and discrimination in all areas of the society,

- raise awareness among politicians and public officials and commit them to a society free of racism, discrimination and intolerance and make this commitment visible to the public,

- open the teaching profession and careers in the administration of the educational system for all residents irrespective of class, colour, ethnic and cultural background, religion, birth, gender, nationality or other status;

- *by*

- making education an indispensible part of any strategy against racism and discrimination,

- formulating and publishing mission statements of the municipal government for diversity and pluralism and against discrimination and racism,

- declaring diversity of the municipal society as a value itself, as an advantage and as an enrichment,

- establishing an expert advisory board for political education,

- keeping critical distance to political parties or movements which use racist attitudes as instruments for populism, particularly when influencing young people,

- searching for dialogue with all groups of the municipal society.

Examples

- The city council establishes an award for initiatives and performances against racism in education;

- The Mayor organises diversity conferences for pupils and young people to discuss topics of discrimination, integration and school[180];

- The city council makes formal commitments to challenge racism through education[181].

---

[180] Also an example is the conference "Living together – The Youth Forum", held on Sep 23 and 24, 2005 in Nuremberg, for details see: www.menschenrechte.nuernberg.de.
[181] The founding document of the Human Rights City in Graz, "Graz Declaration on Human Rights" is such a commitment, emphasizing the importance of education for the implementation of human rights in the city, see Chapter II, Section 2.2.

2. Cooperate closely with the competent legislative bodies and school authorities,

- *in order to*

- raise awareness of the responsible institutions of the actual problems at municipal level,

- ensure organisational and substantial influence on education concerning racism and discrimination,

- adapt regulations according to local requirements and specific problems within the municipality,

- promote equal opportunities for all pupils,

- ensure a fair distribution of resources among and equal quality of education in schools,

- counteract and prevent underachievement and drop-out of pupils;

- *by*

- networking in national city associations to build alliances for negotiations,

- regular meetings with the responsible politicians and public officials concerning the fight against racism and discrimination through education,

- submitting proposals for adequate regulations,

- "lobbying" to increase influence concerning the topic.

Examples

- The government introduces instruments to promote school performance of disadvantaged pupils in cooperation with the responsible bodies[182];

- The city government sets up cross-sectoral commissions to plan, coordinate and implement measures against racism and discrimination[183];

- The city government organises regular round tables to discuss problems and adequate measures;

- The municipality organises special conferences with experts, practicioners and politicians to initiate public discussion and awareness[184].

---

[182] For example the Local Educational Contract between the city of Lyon and the French government, Chapter II, Section 3.4.
[183] For example the Landeskommission "Berlin gegen Gewalt", see Chapter II, Section 3.1.
[184] See for example the conference "London and the Black Child", Chapter II, Section 1.2.

3. Set up overall and cooperative strategies to challenge racism and discrimination and to ensure equal access to all forms of education,

- *in order to*

- reach sustainability in the fight against racism,

- protect effectively members of vulnerable groups,

- remove barriers in the access to all forms of education,

- review and identify discriminatory practices, structures and provisions and remove them;

- *by*

- connecting integration and migration policy with education policy,

- cooperating with other cities to exchange knowledge and take common efforts,

- employing expert bodies on education against racism,

- involving official institutions, such as foreigners' councils, police, school psychologists etc.,

- involving civil society and vulnerable groups,

- encouraging supportive initiatives of associations of national, ethnic or cultural minorities.

Examples

- The city council elaborates and implements an overall equality strategy for education[185]

---

4. Coordinate municipal efforts in education with other fields as housing and city development policy and measures for labour market qualification,

- *in order to*

- counteract segregation at schools,

- promote equal opportunities for all,

- give disadvantaged groups positive perspectives for their future life;

- *by*

- commissioning studies on the interrelation of the various fields of diversity policy,

- giving positive incentives for diversity management for employers,

- reviewing the municipal employment regulations,

- providing for adequate public transport for pupils who move to other quarters for school,

---

[185] See the Aberdeen City Council Education Authority Race Equality Policy, Chapter II, Section 2.1.

- preventing inferior quality of education in schools with a high proportion of migrant pupils.

Examples
- Qualification trainings in cooperation between schools and employers[186].
- The Foreigners' Council organises regularly experts meetings dealing with the interrelation between municipal housing and education policy[187].

---

2 Protection and Promotion of target groups

5. Establish and promote monitoring bodies and control mechanisms for racist incidents and discrimination at schools,

- *in order to*

- be informed about the situation concerning discrimination and racism at schools,
- find out discriminatory practices, structures and behavior,
- be able to react immediatly when problems occur,
- raise awareness and vigilance of teachers, school authorities, headmasters, pupils and parents,
- give a clear signal that racism and discrimination are intolerable,
- prevent the propaganda for and spreading of anti-pluralistic, anti-democratic or right-wing ideologies and
- condemn racist action;

- *by*

- guaranteeing independence,
- ensuring the competence of investigation and petition,
- providing for adequate financial, human and material resources,
- informing all schools and their members, pupils and parents about the existence of the monitoring body and the procedure of reporting racist incidents.

---

[186] The Representative for Integration and Migration of Berlin runs a project for the professional qualification of migrants, see www.bqn-berlin.de.
[187] The Foreigners' Council of Graz organised two international conferences on the topic in 2004 and 2005 which had an important impact on the political awareness of the specific problems of migrants in Graz, see www.graz.at/politik (results of Nov 28, 2005).

Examples

- The education department establishes a monitoring institution for racism and discrimination[188];
- The Equal Treatment Body is assigned with monitoring and counselling concerning discrimination and harrassement in education according to the national implementation of the EC anti-discrimination directives[189].

---

6. Provide for conflict mediation and counselling bodies at school,

- *in order to*

- protect pupils from racist attacks,

- prevent pupils from anti-democratic, racist or right-wing influence,

- resolve conflicts among pupils, parents, teachers, school management or school authorities peacefully and without discrimination,

- promote participation of pupils and parents in the development of an intercultural and non-discriminatory atmosphere at school,

- create a motivating learning environment and a place where pupils like to be;

- *by*

- installing independent conflict mediators at schools,

- installing counselling offices with staff reflecting diversity,

- informing parents about the school system and the opportunities of their children in their own language,

- educating teachers as mediators and counsellors against discrimination and racism,

- supplying vocational training of teachers and school officials concerning discrimination and all related topics,

- establishing peers mentoring.

Examples

- School authorities offer intercultural conflict mediation services;
- The municipal government initiates counselling centres for migrants, particularly parents[190];

---

[188] See Aberdeen, Chapter II, Section 2.1.
[189] Compare the Representative for Equal Treatment in the province of Styria, Austria, Chapter II, Section 2.2.2.2.
[190] School Advisory Institution (SBM) in Vienna, Chapter II, Section 3.3. Institutions with similar tasks are described for Berlin, Section 3.1. and Aberdeen, Section 2.1.

> - The government employs and trains teachers for the education of democratic citizenship and counselling for parents of pupils in danger of anti-democratic or racist political influence[191];
> - Migrants' organisations run information and counselling centres[192].

7. Involve all stakeholders of the educational system, particularly parents to promote equal opportunities of pupils,

- *in order to*

- raise awareness of the specific needs,

- reduce prejudices and alter attitudes,

- reduce drop-out and encourage young people to finish (at least) compulsory education,

- motivate young people to learn and to continue education after compulsory school,

- achieve better results cooperatively;

- *by*

- promoting dialogue between different groups,

- increasing knowledge of teachers about their pupils' cultural background,

- stimulating activities of parents' associations, migrants' organisations, pupils and others,

- operating solidarity networks and learning circles for disadvantaged pupils,

- initiating and promoting peers mentoring,

- inviting parents to participate in school development,

- informing parents about their children's weaknesses and advising them how to counteract,

- providing for teaching staff with migration background.

> *Examples*
> - Schools organise parents-teacher meetings to involve parents in every-day school life;
> - Universities organise promotion projects to motivate pupils to educational careers and develop new concepts in intercultural teaching[193];
> - Municipalities provide for webspace to publish pupils' newsletters;
> - School authorities organise diversity festivals and encourage parents to participate.

---

[191] For example the "Standpoint teachers" in Berlin, Chapter II, Section 3.1.
[192] Compare the "Education Offensive of Turkish Speaking People" in Stuttgart, Chapter II, Section 3.2.
[193] EU is funding in its 6th Framework Programme an education project "Promotion of Migrants in Science Education – PROMISE". In this project universities of countries of migrants' origin and residence (Berlin, Istanbul, Vienna, Sarajevo) cooperate to develop new methods in intercultural science teaching and to promote talented migrant pupils in choosing science careers by teaching them at university and bringing them together in scientific conferences. For details see www.promise.at (24 Nov 2005).

8. Establish or promote initiatives offering extra-curricular training of language skills and mother tongue education for primary schools,

- *in order to*

- prevent and reduce underachievement of pupils with a mother tongue different from the education language,

- enhance the capacity of pupils to learn languages when they have a profound knowledge of their mother tongue;

- *by*

- offering pre-school classes,

- offering mother tongue education in primary school,

- accompanying teachers able to speak the mother tongue of the pupils,

- additional language courses during school and holidays.

Examples

- Migrants' organisations and school authorities offer specific language courses free of charge[194].

---

9. Initiate and promote networks of accompanying education for adults, particularly language training,

- *in order to*

- promote the social integration of whole migrant families,

- avoid isolation and exclusion of the parents' generation,

- promote active participation of parents in the education career of their children,

- bring parents to the schools of their children;

- *by*

- offering courses for parents and children together at schools,

- coordinating and synchronizing adult education with school curriculum.

---

10. Provide for opportunities for pupils to spent their leisure time at schools,

- *in order to*

- promote the social integration of all pupils,

- avoid the formation of gangs,

---

[194] See for example the School Advisory Institution in Vienna (II, 3.3) or the Education Offensive for Turkish speaking People in Stuttgart (II, 3.2).

- facilitate a peaceful living together and promote a senseful spending of leisure time;

- *by*

- establishing e.g. youth centres under adults' supervision (e.g. social workers)[195],

- offering sports opportunities,

- supervising studying together.

3 Specific educational methods and approaches

11. Offer human rights and anti-racism education to all residents and members of the communal society,

- *in order to*

- improve knowledge about human rights,

- "deconstruct" racism and xenophobia as social constructions of group identities and prevent risks of anti-democratic influence,

- promote mutual understanding of all groups of society,

- consider diversity as a great value and an enrichment of society,

- empower people to be conscious of their human rights;

- *by*

- initiating and funding local human rights institutions,

- promoting human rights training for all important social multipliers (public officials, police, judges, teachers, etc.),

- offering human rights education to the public,

- supporting projects for personality training of young people.

Examples
- The city government initiates the foundation of a human rights training institute[196];
- The municipality supports a project for intercultural skill building[197].

---

[195] A good example of an implementation of recommendation 10 is the Local Educational Project, Lyon, see Chapter II, Section 3.4.

[196] In 2000, the city of Graz supported the foundation of the European Training Centre for Human Rights and Democracy and assigned it with the task of providing for human rights education for all residents and the coordination of the human rights city process, see Chapter II, Section 2.2.

[197] See the "Intercultural Training for Pupils to Improve Social and Personal Skills" in Stuttgart, Chapter II, Section 1.1.

12. Provide for teaching resources for diversity and pluralism and against racism, xenophobia, discrimination or intolerance,

- *in order to*

- promote democratic citizenship and pluralism,

- enhance social responsibility in a diverse society,

- prevent the development of anti-democratic and racist activities;

- *by*

- specializing teachers for the identification and challenging racism in schools,

- including the topic into the curriculum,

- providing resources to develop special educational material,

- emphasizing the importance of education as a preparation for being a responsible member of a culturally and ethnically diverse society,

- giving the opportunity for particular occupation and care for both pupils endangered by subversive influence and their parents.

Example

- The school authorities train teachers and operate a network to teach democratic citizenship continuously, to give advice to pupils, parents and teachers and to develop teaching material and information on anti-democratic political groups, dress-codes etc[198].

---

[198] See the "Standpoint Teachers" within the Commission against Violence in Berlin, Chapter II, Section 3.1.

V   Legal Framework and Considered Literature

1   Legal Framework

OFFICIAL DOCUMENTS	GENERAL	RACISM	EDUCATION	DISCRIMINATION
Universal Declaration of Human Rights, 1948	Preamble	Art. 1	Art. 26	Art. 2
International Convention on the Elimination of all Forms of Racial Discrimination, 1965	Preamble	Art. 1	Art. 5 (V) Art. 7	
UN Declaration on the Elimination of All Forms of Racial Discrimination, 1963	Preamble		Art. 3, Art.8	Art. 1
Declaration on Race and Racial Prejudice, 1978 by UNESCO	Art. 6 §2	Art. 2 §2	Art. 5 §2	
Convention against Discrimination in Education, 1960 by UNESCO	Art. 1 §1	Preamble	Art. 1 §2	
ECHR, 1950 by Council of Europe			Art. 14	Add. Prot. 1
Protocol (1) to the ECHR, 1954			Art. 2	
European Social Charter, 1965	Preamble	Part I (18,19)	Art. 19 (Right of migrants)	
Treaty Establishing the European Community			Art. 13	
EU Treaty		Art. 6		
International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families	Art. 12 § 4; Art. 30; Art 43 § 1 (a);	Art. 45 § 1 (a); Art. 45 § 4		
Council Directive 2000/43/EC	Art. 2		Art. 3 §1g	
European Charter for the Safeguarding of Human Rights in the City	Preamble	Art. 2	Art. 13	
Ten-Point Action Plan				

2   Scientific Studies, Reports and Recommendations

Benedek, Wolfgang and Nikolova, Minna (ed). Understanding Human Rights - Manual on Human Rights Education. Manz, Vienna. 2003.

Citron, Laura and Gowan, Richard (eds). European Civic Citizenship and Inclusion Index. British Council Brussels, Brussels. 2005.

Council Directive 2000/43/EC. Implementing the Principle of Equal Treatment between Persons Irrespective of Racial or Ethnic Origin. 2000. Available online at: http://europa.eu.int/eur-lex/pri/en/oj/dat/2000/l_180/l_18020000719en00220026.pdf (25 June 2005)

Council of Europe (ed). Specialised Bodies to Combat Racism, Xenophobia, Anti-Semitism and Intolerance at National Level. Examples of Good Practices. Council of Europe, Strasbourg. 2004.

Council of Europe (ed). Diversity and Cohesion: New Challenges for the Integration of Immigrants and Minorities. Council of Europe, Strasbourg. 2000.

Council of Europe (ed). European Conference Against Racism. European Contribution to the World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance. Council of Europe, Strasbourg. October 2000.

Council of the European Union (ed). EU Annual Report on Human Rights. Office for Official Publications of the European Communities, Luxembourg. 2004.

Declaration and Action Plan of the World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance. 2001. Available online at: http://www.un.org/WCAR/durban.pdf (20 September 2005)

Delanty, Jones and Wodak, Ruth (eds). Migrant Voices. University of Liverpool Press, Liverpool. 2005.

Dunn, Seamus, Fritzsche, Peter K. and Morgan, Valerie (eds). Tolerance Matters. International Educational Approaches. Bertelsmann Foundation Publishers, Gütersloh. 2003.

European Academy Bozen (EURAC) (ed). The LISI Indicators - Legal Indicators for Social Inclusion of New Minorities Generated by Immigration. EURAC, Bozen. 2003.

European Commission (ed). Accomplishing Europe through Education and Training. Study Group on Education and Training, Luxembourg. 1997.

European Commission against Racism and Intolerance (ECRI) (ed). Compilation of ECRI'S General Policy Recommendations. Council of Europe, Strasbourg. 2004.

European Commission against Racism and Intolerance (ECRI) (ed). General Policy Recommendation N°2: Specialised Bodies to Combat Racism, Xenophobia, Anti-Semitism and Intolerance at National Level. ECRI, Strasbourg. 2003.

European Commission against Racism and Intolerance (ECRI) (ed). ECRI General Policy Recommendation N°7 on National Legislation to Combat Racism and Racial Discrimination. ECRI, Strasbourg. 2002.

European Commission against Racism and Intolerance (ECRI) (ed). Compilation of Second Round Reports. ECRI, Strasbourg. 2002.

European Commission against Racism and Intolerance (ECRI) (ed). Practical Examples in Combating Racism and Intolerance against ROMA/Gypsies. Council of Europe, Strasbourg. 2001.

European Commission against Racism and Intolerance (ECRI) (ed). Texts of International Instruments Relevant to the Work of ECRI. Council of Europe, Strasbourg. 1999.

European Commission against Racism and Intolerance (ECRI) (ed). ECRI General Policy Recommendation N°4: National Surveys on the Experience and Perception of Discrimination and Racism from the Point of View of Potential Victims. ECRI, Strasbourg. 1998.

European Commission against Racism and Intolerance (ECRI) (ed). Combating Racism and Intolerance: A Basket of Good Practices. Council of Europe, Strasbourg. 1996.

European Monitoring Centre on Racism and Xenophobia (EUMC) (ed). Policing Racist Crime and Violence. A Comparative Analysis. EUMC, Vienna. 2005.

European Monitoring Centre on Racism and Xenophobia (EUMC) (ed). Majorities' Attitudes Towards Minorities: Key Findings from the Eurobarometer and the European Social Survey (Summary). EUMC, Vienna. 2005.

European Monitoring Centre on Racism and Xenophobia (EUMC) (ed). Racist Violence in 15 EU Member States. A Comparative Overview of Findings from the RAXEN National Focal Points Reports 2001-2004. EUMC, Vienna. 2005.

European Monitoring Centre on Racism and Xenophobia (EUMC) (ed). Migrants, Minorities and Legislation: Documenting Legal Measures and Remedies against Discrimination in 15 Member States of the European Union. EUMC, Vienna. 2004.

European Monitoring Centre on Racism and Xenophobia (EUMC) (ed). Comparative Report: Migrants, Minorities and Education. Documenting Discrimination and Integration in 15 Member States of the European Union. EUMC, Vienna. 2004.

European Monitoring Centre on Racism and Xenophobia (EUMC) (ed). Annual Report 2003 / 2004. Racism and Xenophobia in the EU Member States - Trends, Developments and Good Practice. EUMC, Vienna. 2004.

European Monitoring Centre on Racism and Xenophobia (EUMC) (ed). Migrants, Minorities and Employment: Exclusion, Discrimination and Anti-Discrimination in 15 Member States of the European Union. EUMC, Vienna. 2003.

Eurydice (ed). Citizenship Education in Schools in Europe. Eurydice European Unit, Brussels. 2005. Available online at: http://www.eurydice.org/Documents/citizenship/en/FrameSet.htm (25 June 2005)

General Assembly (ed). International Convention on the Elimination of all Forms of Racial Discrimination (ICERD). 1965. Available online at: http://www.unhchr.ch/html/menu3/b/d_icerd.htm (25 June 2005)

General Conference on the UNESCO (ed). Declaration on Race and Racial Prejudice. 1978. Available online at: http://portal.unesco.org/en/ev.php-URL_ID=13161&URL_DO=DO_TOPIC&URL_SECTION=201.html (25 June 2005)

General Conference of the UNESCO(ed). Convention against Discrimination in Education. 1960. Available online at: http://www.unhchr.ch/html/menu3/b/d_c_educ.htm (25 June 2005)

Kelly, Mark. ECRI - 10 Years of Combating Racism. A Review of the Work of the European Commission against Racism and Intolerance. Council of Europe, Germany. 2004.

Martiniello and Piquard. Diversity in the City. Humanitarian Net, Bilbao. 2002.

OSCE / ODIHR (ed). International Action against Racism, Xenophobia, Anti-Semitism and Intolerance in the OSCE Region. OSCE, Warsaw. 2004.

Peach, Ceri. Ethnic Diversity and the City. in: Martiniello, Marco and Piquard, Brigitte (eds). Diversity in the City. Humanitarian Net, Bilbao. 2002.

Perchtold. What is Discrimination? ETC, Graz. 2005.

Racism. No Way (ed). International Anti-Racism Approaches. Available online at: http://www.racismnoway.com.au/cgi-bin/printversion/printversion.pl?conf=conf.xml&file=/strategies/international/index-Linkages.html (30 June 2005)

Schöfer, Eva. "Graz – Erste Menschenrechtstadt Europas" - Eine Bestandsaufnahme (Occasional Paper No. 6). May 2002. Available online at: http://www.etc-graz.at (17 October 2005).

Sprung, Anette and Holzer, Renate. Kulturelle Vielfalt und Integration. Graz. 2002.

Swiss Institute of Comparative Law (ed). Legal Measures to Combat Racism and Intolerance in the Member States of the Council of Europe. ECRI, Strasbourg. 2002.

United Nations Educational, Scientific and Cultural Organization (UNESCO) (ed). UNESCO against RACISM. World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance. UNESCO, South Africa. 2001.

Volf/Bauböck. Wege zur Integration, Drava, Klagenfurt, 2001.

3 Material Used for the Concerned Cities

3.1 Stuttgart, Germany: Intercultural Trainings for Pupils (of Secondary School) for the Improvement of Social and Personal Skills and Education Offensive for Turkish Speaking People in the Region Stuttgart

Literature

Bundesministerium des Inneren, Referat Öffentlichkeitsarbeit (ed). Zuwanderung - das neue Gesetz. 2005. Available online at:

http://www.bmi.bund.de/cln_028/nn_122688/Internet/Content/Broschueren/2005/Zuwanderung__-__das__neue__Gesetz__Id__95217__de.html (6 September 2005)

European Commission against Racism and Intolerance (ECRI) (ed). Third Report on Germany. ECRI, Strasbourg. 2004.

European Monitoring Centre on Racism and Xenophobia (EUMC) (ed). Comparative Report: Migrants, Minorities and Education. Documenting Discrimination and Integration in 15 Member States of the European Union. EUMC, Vienna. 2004.

Eurydice (ed). Integrating Immigrant Children into Schools in Europe. Germany: National Description. Eurydice, Brussels. 2003/04. Available online at:

http://www.eurydice.org/Documents/Mig/de/frameset_immigrant.html (24 June 2005).

Eurydice (ed). Summary Sheets on Education Systems in Europe. Germany. Available online at:

http://www.eurydice.org/Documents/Fiches_nationales/de/frameset_DE.html (24 June 2005)

RAXEN National Focal Point Germany (ed). Germany: Analytical Report on Legislation. European Monitoring Centre on Racism and Xenophobia (EUMC), Vienna. 2004.

Stabsabteilung für Integrationspolitik (ed). Ein Bündnis für Integration: Grundlagen einer Integrationspolitik in der Landeshauptstadt Stuttgart. August 2004. Available online at: http://www.stuttgart.de (under Politik und Verwaltung/Puplikationen/E/Ein Bündnis für Integration) (14 June 2005).

Websites

Bildungsoffensive für türkischsprachige Menschen in der Region Stuttgart: http://www.bildungsoffensive-stuttgart.de

City of Stuttgart: http://www.stuttgart.de

City Youth Ring Stuttgart: http://www.sjr-stuttgart.de

Council of Europe: http://www.coe.int

European Assembly of Turkish Academics (EATA): http://www.eata.info

European Union: http://www.eu.int

Education Offensive for Turkish Speaking People in the Region Stuttgart (BoS):

http://www.bilungsoffenive-stuttgart.de

Information Network on Education in Europe EURYDICE: http://www.eurydice.org

International Labour Organisation: http://www.ilo.org

Statistische Bundesamt Deutschland: http://www.destatis.de

Stuttgart City: http://www.stuttgart.de

United Nations: http://www.un.org

Information Network on Education in Europe EURYDICE: http://www.eurydice.org

(All websites were last checked on 31 October 2005)

3.2　London, United Kingdom: The Conference London Schools and the Black Child III – Reaching for the Stars

Literature

Committee on the Elimination of Racial Discrimination (CERD) (ed). Concluding Observations of the Committee of the Elimination on Racial Discrimination: United Kingdom of Great Britain and Northern Ireland (CERD/C/63/CO/11). 2003. Available online at:

http://www.unhchr.ch/tbs/doc.nsf/(Symbol)/CERD.C.63.CO.11.En?Opendocument (20 September 2005)

Committee on the Elimination of Racial Discrimination (CERD) (ed). United Kingdom of Great Britain and Northern Ireland. Reports Submitted by State Parties under Article 9 of the Convention (CERD/C/430/Add.3). 2003. Available online at:

http://www.unhchr.ch/tbs/doc.nsf/898586b1dc7b4043c1256a450044f331/0637f0871eae9c77c1256d5500573ded/$FILE/G0340687.pdf (20 September 2005)

European Monitoring Centre on Racism and Xenophobia (EUMC) (ed). Migrants, Minorities and Education. Documenting Discrimination and Integration in 15 Member States of the European Union. EUMC, Vienna. 2004.

European Commission against Racism and Intolerance (ECRI) (ed). Third Report on the United Kingdom. ECRI, Strasbourg. June 2005.

European Commission against Racism and Intolerance (ECRI) (ed). Second Report on the United Kingdom. ECRI, Strasbourg. 2001

Eurydice (ed). Integrating Immigrant Children into Schools in Europe. United Kingdom (England, Wales and Northern Ireland). National Description - 2003/04. Eurydice, Brussels. 2004. Available online at: http://www.eurydice.org/Documents/Mig/en/frameset_immigrant.html (31 October 2005)

Eurydice (ed). Summary Sheets on Education Systems in Europe. England, Wales and Northern Ireland. 2005. Available online at: http://www.eurydice.org/Documents/Fiches_nationales/de/frameset_DE.html (16 August 2005)

Greater London Authority (**ed.**). London Schools and the Black Child II. The Search for Solutions. 2003 Conference Report. London 2004. Available online at:

http://www.london.gov.uk/mayor/education/lsbc/LSBC2003conferencereport.pdf (31 October 2005)

Greater London Authority (ed). Black People Pushing Back the Boundaries II. Key Facts on Public Services and Black and Minority Ethnic People in London. Greater London Authority, London. 2003. Available online at: http://www.london.gov.uk/mayor/bppbb/docs/booklet_two.pdf (31 October 2005)

Greater London Authority (ed.). Towards a Vision of Excellence. London Schools and the Black Child. 2002 Conference Report. London. 2003. Available online at:

http://www.london.gov.uk/mayor/education/lsbc/black_child.pdf (16 August 2005)

RAXEN National Focal Point United Kingdom (ed). United Kingdom: Analytical Report on Legislation. European Monitoring Centre on Racism and Xenophobia (EUMC), Vienna. 2004.

Websites

Black Information Link: http://www.blink.org.uk

City of London: http://www.london.gov.uk/mayor/education/lsbc/index.jsp

Citysam: http://www.london.citysam.de

Committee on the Elimination of Racial Discrimination (CERD):

http://www.unhchr.ch/html/menu2/6/cerd.htm

European Commission against Racism and Intolerance (ECRI): http://www.coe.int/t/E/human_rights/ecri

European Monitoring Centre on Racism and Xenophobia (EUMC): http://eumc.eu.int/eumc/index.php

Eurydice: www.eurydice.org

Greater London Authority:

http://www.statistics.gov.uk/census2001/profiles/commentaries/ethnicity.asp#ethnic

National Statistics: www.statistics.gov.uk

Official UK Statistics: http://www.statistics.gov.uk/census2001/profiles/commentaries/ethnicity.asp#ethnic

Visit London: http://www.london.citysam.de/london-geschichte.htm

(All websites were last checked on 31 October 2005)

3.3 Aberdeen, United Kingdoms (Scotland): Aberdeen City Council Education Authority Race Equality Policy

Literature

Aberdeen City Council (ed). Aberdeen City Race Equality Scheme 2002 – 2005. Progress Report 2002 - 2003. 2004. Available online at: http://www.aberdeencity.gov.uk/acc_data/committee %20reports/cs_pol_r2e_040218.pdf (20 September 2005)

Aberdeen City Council (ed). Education Authority Race Equality Policy. 2002. Available online at: http://www.aberdeencity.gov.uk/ACC_Data/service/edu_raceequ.asp (20 September 2005)

Commission for Racial Equality (ed). Mapping of Race Equality Work in Scotland: Public Bodies. Final Report. 2005. Available online at: http://www.onescotland.com/onescotland/files/ Mapping %20Study %20of %20Public %20Bodies %20Report.pdf (20 September 2005).

Commission for Racial Equality (ed). Annual Report of the Commission for Racial Equality in Scotland. 1 January 2004 – 31 December 2004. Available online at: http://www.cre.gov.uk/downloads/AR04main.pdf (20 September 2005)

Commission for Racial Equality (ed). Towards Racial Equality in Scotland: Are Public Authorities Meeting the Duty to Promote Race Equality? Commission for Race Equality, Edinburgh. _. Available online at: http://www.cre.gov.uk/survey_exec_scot.pdf (20 September 2005)

Commission for Racial Equality (ed). Statutory Code of Practice on the Duty to Promote Race Equality in Scotland. 2002. Available online at: http://www.cre.gov.uk/downloads/duty_code.pdf (20 September 2005)

Commission for Racial Equality (ed). The Duty to Promote Race Equality. A Guide for Public Authorities in Scotland. 2002. Available online at: http://www.cre.gov.uk/downloads/duty_scot_guide.pdf (20 September 2005)

Commission for Racial Equality (ed). The Duty to Promote Race Equality. A Guide for Education Authorities and Schools in Scotland. 2002.
http://www.cre.gov.uk/downloads/duty_schools.pdf (20 September 2005)

Commission on the Future of a Multi-Ethnic Britain (ed). The Future of Multi-Ethnic Britain (The Parekh Report). Profile Books Ltd., UK. 2000.

Committee on the Elimination of Racial Discrimination (CERD) (ed). Concluding Observations of the Committee of the Elimination on Racial Discrimination: United Kingdom of Great Britain and Northern Ireland (CERD/C/63/CO/11). 2003. Available online at:
http://www.unhchr.ch/tbs/doc.nsf/(Symbol)/CERD.C.63.CO.11.En?Opendocument (20 September 2005)

Committee on the Elimination of Racial Discrimination (CERD) (ed). United Kingdom of Great Britain and Northern Ireland. Reports Submitted by State Parties under Article 9 of the Convention (CERD/C/430/Add.3). 2003. Available online at:
http://www.unhchr.ch/tbs/doc.nsf/898586b1dc7b4043c1256a450044f331/0637f0871eae9c77c1256d5500573ded/$FILE/G0340687.pdf (20 September 2005)

Communities Scotland (eds). Communities Scotland Race Equality Scheme. 2005. Available online at:
http://www.communitiesscotland.gov.uk/stellent/groups/public/documents/webpages/cs_008139.pdf (20 September 2005)

European Commission against Racism and Intolerance (ECRI) (ed). Third Report on the United Kingdom. ECRI, Strasbourg. June 2005.

European Commission against Racism and Intolerance (ECRI) (ed). Second Report on the United Kingdom. ECRI, Strasbourg. 2001.

Home Office (ed). Secure Borders, Safe Heaven: Integration with Diversity in Modern Britain. 2000. Available online at: http://www.official-documents.co.uk/document/cm53/5387/cm5387.pdf (20 September 2005)

Mapping of Race Equality Work in Scotland: Public Bodies. 2005. Available online at:
http://www.onescotland.com/onescotland/files/Mapping %20Study %20of %20Public %20Bodies %20Report.pdf (20 September 2005)

Race Relations (Amendment) Act 2000. 2000. Available online at:
http://www.scottish.parliament.uk/business/research/pdf_res_notes/rn01-82.pdf (20 September 2005)

Race Relations Act 1976. 1976. Available online at: http://www.homeoffice.gov.uk/docs/racerel1.html (20 September 2005)

RAXEN National Focal Point United Kingdom (ed). United Kingdom: Analytical Report on Legislation. European Monitoring Centre on Racism and Xenophobia (EUMC), Vienna. 2004.

Scottish Executive (ed). Analysis of Ethnicity in the 2001 Census. Summary Report. Scottish Executive, Edinburgh. Available online at: http://www.scotland.gov.uk/library5/social/aescr.pdf (20 September 2005)

Websites

Aberdeen City Government: http://www.aberdeencity.gov.uk

Aberdeen Grid for Learning: http://www.aberdeen-education.org.uk

Central Scotland Racial Equality Council (REC): http://www.centralscotlandrec.org.uk

Centre for Education for Racial Equality in Scotland (CERES): http://www.education.ed.ac.uk/ceres

Commission for Racial Equality: http://www.cre.gov.uk

    Commission for Racial Equality in Scotland: http://www.cre.gov.uk/scotland

    Connections (Magazine): http://www.cre.gov.uk/publs/connections.html

Commission on the Future of a Multi-Ethnic Britain:

http://www.runnymedetrust.org/projects/meb/theCommission.html

Committee on the Elimination of Racial Discrimination (CERD):

http://www.unhchr.ch/html/menu2/6/cerd.htm

Communities Scotland: http://www.communitiesscotland.gov.uk

European Commission against Racism and Intolerance (ECRI): http://www.coe.int/t/E/human_rights/ecri

European Monitoring Centre on Racism and Xenophobia (EUMC): http://eumc.eu.int/eumc/index.php

Forum on Discrimination: http://www.forumondiscrimination.org.uk

Grampian Racial Equality Council: http://www.grec.co.uk

Institute of Race Relations: http://www.irr.org.uk

National Assembly Against Racism (NAAR): http://www.naar.org.uk

Office for National Statistics: http://www.statistics.gov.uk

One Scotland: No Place for Racism: http://www.youngscot.org.uk

Scottish Anti-Bullying Network (ABN): http://www.antibullying.net

Scottish Civic Forum: http://www.civicforum.org.uk

Scottish Development Education Centre: http://www.scotdac.org.uk

Scottish Government, Scottish Executive: http://www.scotland.gov.uk/Home

Home Office, Race Equality Unit (REU): http://www.homeoffice.gov.uk/comrace/race

Scottish Traveller Education Programme (STEP): http://www.education.ed.ac.uk/step

(All websites were last checked on 20 September 2005)

3.4 Graz, Austria: Human Rights City and Human Rights Education

Literature

Ausländerbeirat der Stadt Graz (ed). Bericht über die Lage der ausländischen MitbürgerInnen in Graz. Ausländerbeirat der Stadt Graz, Graz. 2003. Available online at:

http://www.graz.at/cms/dokumente/10023090/a88a1fc2/Bericht+ueber+die+Lage+der+auslaendischen+Mitbuer
gerInnen+in+Graz%2C+2003_.pdf (31 October 2005)

Braunegg, Julia. Institutions for the Protection of Human Rights in the City. Graz. 2004.

European Commission against Racism and Intolerance (ECRI) (ed). Third Report on Austria. ECRI,
Strasbourg. 2004.

Eurydice (ed). Integrating Immigrant Children into Schools in Europe. Austria 2003/04. Available online at:
http://www.eurydice.org/Documents/Mig/de/frameset_immigrant.html (24 June 2005)

Eurydice (ed). National Summary Sheets on Education Systems in Europe and Ongoing Reforms. Austria.
2005. Available online at: http://www.eurydice.org/Documents/Fiches_nationales/de/frameset_DE.html (19
September 2005)

Eurydice (ed). Structures of Education, Vocational Training and Adult Education Systems in Europe. Austria
2003. Eurydice, Brussels. 2003. Available online at:
http://www.eurydice.org/Documents/struct2/frameset_EN.html (19 September 2005)

RAXEN National Focal Point AUSTRIA (ed). Analytical Report on Legislation. EUMC, Vienna. 2004.

MigrantInnenbeirat. Bericht über die Lage der ausländischen MitbürgerInnen in Graz. Graz. 2003.

People's Decade for Human Rights Education (PDHRE) (ed). What Does it Mean to be a Human Rights
City? Available online at: http://www.pdhre.org/projects/hrcommun.html (16 August 2005)

Pekari, Claudia. From Theory to Practice: Graz. First Human Rights City of Europe. in: Human Security
Perspectives. ETC, Graz. 2004. Available online at: http://www.hs-perspectives.etc-graz.at/ (16 August 2005)

Schöfer, Eva. Erste Menschenrechtsstadt Europas – Aktionsprogramm für Graz. ETC, Graz. 2004. Available
online at: http://www.etc-graz.at/ (under Publications/Occasional Paper 6) (16 August 2005)

General Assembly (ed). Universal Declaration of Human Rights. 1948. Available online at:
http://www.un.org/Overview/rights.html (31 October 2005)

Websites

Arbeitsmarktservice: http://www.ams.at

Bundesministerium für Bildung, Wissenschaft und Kultur: http://www.bmbwk.gv.at

City of Graz: http://www.graz.at

Committee on the Elimination of Racial Discrimination (CERD):
http://www.unhchr.ch/html/menu2/6/cerd.htm

Council of Europe: http://www.coe.int

European Commission against Racism and Intolerance (ECRI): http://www.coe.int/t/E/human_rights/ecri

European Monitoring Centre on Racism and Xenophobia (EUMC): http://eumc.eu.int/eumc/index.php

European Union: http://www.eu.int

International Labour Organisation: http://www.ilo.org

Eurydice: http://www.eurydice.org

People's Decade for Human Rights Education (PDHRE). http://www.pdhre.org

United Nations: http://www.un.org

(All websites were last checked on 31 October 2005)

3.5 Berlin, Germany: Landeskommission für Gewaltprävention, Berlin gegen Gewalt - State Commission for the Prevention of Violence, Berlin against Violence

Literature

Der Beauftragte für Integration und Migration des Senats von Berlin (ed). Berliner Beiträge zur Integration und Migration. Vielfalt fördern – Zusammenhalt stärken. Das Integrationskonzept für Berlin. 2005. Available online at: http://imperia7.berlinonline.de/imperia/md/content/sengsv/intmig/doku/integrationskonzept.pdf (20 June 2005)

Integrationsbeauftragter der Senates von Berlin. Vielfalt fördern – Zusammenhalt stärken, Das Integrationskonzept für Berlin. Berlin. 2005.

Landeskommission Berlin gegen Gewalt (ed). Berliner Forum Gewaltprävention Nr. 18. Rechtsextremismus, Fremdenfeindlichkeit, Antisemitismus. Programme, Maßnahmen, Projekte. 2004. Available online at: http://www.senbjs.berlin.de/jugend/landeskommission_berlin_gegen_gewalt/veroeffentlichungen/berliner_forum_gewaltpraevention_18/thema_bfg_18_2005.asp (20 June 2005)

Pfaffhausen, Jürgen. Ausländer in Berlin 2004 – eine kleinräumliche Betrachtung. Monatsschrift der Statistik Berlin 7/05, Berlin. 2005.

Regionaldirektion Berlin-Brandenburg (ed). Arbeitsmarktdaten Berlin-Brandenburg Juni 2005. Available online at: http://www.berlin-brandenburg.dgb.de/filemanager/ download/835/Arbeitsmarktdaten_Juni_05.pdf (31 October 2005)

Nii, Addy. Rassistische Diskriminierung – Internationale Verpflichtungen und nationale Herausforderungen für die Menschenrechtsarbeit in Deutschland. Deutsches Institut für Menschenrechte, Berlin. 2005.

Websites

Committee on the Elimination of Racial Discrimination (CERD):
http://www.unhchr.ch/html/menu2/6/cerd.htm

European Commission against Racism and Intolerance (ECRI): http://www.coe.int/t/E/human_rights/ecri

European Monitoring Centre on Racism and Xenophobia (EUMC): http://eumc.eu.int/eumc/index.php

(All websites were last checked on 31 October 2005)

3.6 Vienna, Austria: Schulberatungstelle für MigrantInnen - School Advisory Institution for Migrants in Vienna

Literature

Eurydice (ed). National Summary Sheets on Education Systems in Europe and ongoing Reforms. Austria. 2005. Available online at http://www.eurydice.org/Documents/Fiches_nationales/de/frameset_DE.html (16 August 2005)

Eurydice (ed). Structures of Education, Vocational Training and Adult Education in Europe. Vienna 2003. Brussels 2003. Available online at: http://www.eurydice.org/Documents/struct2/frameset_EN.html (16 August 2005)

Ludwig Boltzmann Institut für Menschenrechte (BIM) **(ed)**. Analystical Report on Education. National Focal Point for Austria. Vienna 2004. Available online at: http://eumc.eu.int/eumc/material/pub/RAXEN/4/edu/R4-EDU-AT.pdf (16 August 2005)

RAXEN National Focal Point AUSTRIA (ed). Analytical Report on Legislation. EUMC, Vienna. 2004.

RAXEN National Focal Point AUSTRIA. (ed). Analytical Report on Education. EUMC, Vienna. 2004.

Wiener Integrationsfonds (ed). MigrantInnen in Wien 2001. Daten&Fakten&Recht Report 2001, Teil II. Vienna 2002. Available online at http://www.livetogether.at/wif_site/downloads/WebDFR02.pdf (16 August 2005)

Wiener Integrationsfonds (ed). Report 2001. Vienna 2002. Available online at: http://www.livetogether.at/wif_site/downloads/Report01.pdf (16 August 2005)

Websites

Bundesministerium für Bildung, Wissenschaft und Kultur:
http://www.bmbwk.gv.at/fremdsprachig/en/schools/brief.htm4589.xml

City of Vienna Webservice: http://www.wien.gv.at

    Integrations- und Diversitätsangelegenheiten (MA 17) des Webservices der Stadt Wien:
    http://www.wien.gv.at/integration

Committee on the Elimination of Racial Discrimination (CERD):
http://www.unhchr.ch/html/menu2/6/cerd.htm

European Commission against Racism and Intolerance (ECRI): http://www.coe.int/t/E/human_rights/ecri

European Monitoring Centre on Racism and Xenophobia (EUMC): http://eumc.eu.int/eumc/index.php

Eurydice http://www.eurydice.org

Übersicht Bevölkerungsstatistik des Webservice der Stadt Wien:
https://www.wien.gv.at/statistik/daten/pdf/bev-uebersicht.pdf

Verein Interface: http://www.interface.or.at

Wiener Integrationsfonds (WIF) des Webservices der Stadt Wien:
http://www.wien.gv.at/archiv/rkspez/1998/25/#3

    Pressemeldungen des Wiener Integrationsfonds:
    http://www.livetogether.at/wif_site/wif_pages/Presse_21_down.html

(All websites were last checked on 15 October 2005)

3.7   Lyon, France: Local Educational Project

Literature

Ahmine, Sabiha. Plan de Mandat 2001-2007, Donner une dimension éthique à la citoyenneté lyonnaise.

The French Urban regeneration Programme. A new objective for towns and cities, DIV publication, September 2000.

Charte nationale de l'accompagnement scolaire, 2001.

Circulaire du 25 mars 2004.

Eurydice (ed). Summary Sheets on Education Systems in Europe, France, January 2005.

European Commission against Racism and Intolerance (EUMC) (ed). Third Report on France. EUMC, Vienna. 2005.

Mercader, Patricia. Le projet éducatif local de Lyon. working paper. June 2001.

Payet, Jean Paul. Ségrégation scolaire: état des lieux, perspectives d'action, Cahiers du DSU n°36, 2002.

Repères 2000-2006. The French Urban regeneration Programme. A New Objective for Towns and Cities, DIV publication, September 2000

Rhône Année. Orientations pour la mise en oeuvre des actions d'accompagnement à la scolarité dans le cadre d'un projet éducatif local, 2005.

Haut Conseil à l'Intégration. Lutte contre les discriminations: faire respecter le principe d'égalité. La Documentation Française. Paris. 1998.

Bulletin Officiel de l'Education Nationale, n° 44, 09.12.1999.

Ministère de la Jeunesse, de l'éducation nationale et de la recherche. Les politiques éducatives locales à caractère interministériel, février 2003.

Websites

City of Lyon: http//www.ville-lyon.fr

Committee on the Elimination of Racial Discrimination (CERD):
http://www.unhchr.ch/html/menu2/6/cerd.htm

Contrat Educatif Local, Présentation: http://www.education.gouv.fr/cel/pres.htm

European Commission against Racism and Intolerance (ECRI): http://www.coe.int/t/E/human_rights/ecri

European Monitoring Centre on Racism and Xenophobia (EUMC): http://eumc.eu.int/eumc/index.php

Nuremberg Conference: http://www.respect-des-droits.org

Ministere de l'Emploi: http://www.social.gouv.fr

(All websites were last checked on 18 October 2005)

RACISM

RACISM RACISM

RACISM RACISM

RACISM RACISM

RACISM