



Theory of Change 2018 – 2021

This document summarizes ENAR's strategy to change the state of play on racism in the European Union. The strategic objectives set out the macro changes we hope to make a significant contribution to; the outcomes are the results we will work on directly which will contribute to the fulfilment of the strategic objectives. The Theory of Change encompasses the work of the ENAR secretariat and its members when conducted in synergy as a movement. It was developed by the ENAR Secretariat and Board and submitted to members for revision. Members adopted the strategic objectives during the 2017 General Assembly. This working document is regularly updated to reflect the ever-changing environment, adjusting our assumptions and activities based on our monitoring and evaluation results.

Goal and objectives

Our **vision** is for a Europe where there is full equality, solidarity and well-being for all, citizens and residents. Our overall **aim** is to end structural racism in the European Union and to build structures, institutions and attitudes based on race equality and equal distribution of power, privileges and rights.

Strategic Objective 1: **Anti-racism policies and measures that recognise structural and specific forms of racism are adopted**

Outcomes:

- a) The European Commission adopts EU-wide standards on National Action plans Against Racism that take into account intersectionality and specific forms of racism by 2019
- b) Targeted objectives for the inclusion and equality of outcomes of different groups affected by racism are developed in close cooperation with minority led NGOs and NGOs working on specific forms of racism (Antisemitism, Afrophobia, Islamophobia, Antigypsyism and anti-migrant racism) by 2019
- c) At least 5 Member States have national strategies or specific objectives in their NAPR which recognize specific forms of racism by 2021
- d) There is greater reference to specific, intersectional and structural racism in media and policy debates

Strategic Objective 2: **Member States collect reliable and comparative equality data in line with fundamental rights and data protection standards**

Outcomes:

- a) The European Commission publishes guidelines on equality data collection disaggregated by race, ethnicity and religion by the end of 2018
- b) Equality data based on self-identification are more widely collected (FRA, Member States, equality bodies, NGOs) including on evaluating equality policies by 2021
- c) More members of minority communities support equality data collection, challenge wrongful labels and data abuses and are empowered to advocate for data collection at their level by 2020
- d) Equality data collection is included in policy planning and data populate indicators including on National Action Plans Against Racism or national strategies against different forms of racism by 2021

Strategic Objective 3: States effectively respond to racist crime and speech and implement right-based and inclusive security and policing policies

Outcomes:

- a) The European Commission publishes guidelines on the enforcement of the EU Framework Decision on Racism and the Victims' Rights Directive and opens infringement proceedings in case of systemic violation of EU law by 2019
- b) More States put in place comprehensive standardised data collection, to timely and effectively investigate, prosecute and sanction bias motivation including multiple biases and support victims of hate crime by 2021
- c) Civil society organisations document the impact of counter-terrorism and counter-radicalisation policies on victims of racism and advocate for independent civilian oversight of law enforcement agencies. ENAR is well-informed and a recognised expert in that area.
- d) The EU Fundamental Rights Agency issues guiding principles on combatting ethnic profiling by the end of 2018

Strategic Objective 4: The employment gap for ethnic minorities and migrants is reduced & Member States guarantee equal rights to residents irrespective of status and nationality.

Outcomes:

- a) European networks and platforms on migration, employment and human rights reflect the anti-racism perspective in their positions and advocacy
- b) The Equal@Work platform recruits more business members and its toolkits and standards for race equality are recognised as good practice by EU and national institutions and CSOs

Tools and methods



Movement building. We will build and maintain a strong anti-racism movement by strengthening the network through capacity building, information sharing and exchanges (member to member, members to secretariat and secretariat to members). Members are the core of the network, which brings a voice to more than 100 CSOs. The Secretariat supports the participation of members in different forums, coordinates common activities and provides tools, such as community mobilisation (building community engagement, leadership, partnership, and campaigning to create local-driven solutions to problems on the ground).



Technical advocacy. We undertake evidence-based advocacy based on members experience and expertise. We identify the key routes of influence at EU and national levels and engage decision makers (institutions and political leaders) through meetings and written submissions. At the EU level, our main targets are: EC President, EC First Vice-President, Commissioner for Justice, DG JUST (C1 and D2), DG HOME (B1 and D2), DG EMPL, key MEPs (members of LIBE, EMPL, TERR and FEMM committees and the ARDI intergroup) and the EU Presidencies. Nationally, members engage with Ministries of Justice, Interior, Employment and Social Affairs, statistics offices, equality bodies and national human rights institutions.



Research. Research strengthens the capacity of the network to advocate for improved legislation and practices, bringing the perspective of civil society organisations and grassroots activists to the attention of decision-makers. The network’s research – conducted for instance through questionnaires filled by experts within and beyond the membership – documents the causes and manifestation of structural racial discrimination. In the absence of official equality data in most EU Member States, our research provides vital evidence of race inequalities.



Communications. As well as raising our profile as a leading anti-racism network, we want to raise awareness of the reality of racist crimes and promote greater understanding of structural racism and how it can be tackled, including through better data collection. Building and maintaining relations with strategic media and working through digital and social media platforms, we will create our own content, visual communications and story-telling. We will develop concrete and common messages for the network and support the creation of new frames to shape the media and political discourse on racial equality, encouraging EU and national policy makers to take action. Cooperation with and between ENAR members is crucial to maximizing the impact of our communications.



Partnership. We strive to mainstream race equality by engaging in strategic partnership with platforms of NGOs that work on employment, social inclusion, human rights and migration. We create multi-stakeholder dialogue through steering group of experts gathering EU institution representatives, CSOs, foundations, academics, etc. Our Equal@work Platform is also a unique initiative gathering private and public employers, trade unions, policy-makers and NGOs to advance standards and practice on racial and religious diversity in employment.



Participation and empowerment of people of colour. Through our members and partners, people of colour (ethnic and religious minorities and migrants) are able to participate in EU decision-making and consultation processes. The network supports people of colour with tools and opportunities to challenge and report their experience of racism at both EU and national levels. We provide a platform for cross-community cooperation and mobilisation including of the majority population.



Governance. We are conscious of the constant need to upscale our modes of operation to successfully achieve our mission in a challenging environment. This requires dedicating resources to improving governance and management, impact assessment, action modelling and team well-being as well as personal and individual development.

Annex 1: Context analysis, risks and change hypothesis

Context analysis

Eurocepticism and multiple European “crises”. The UK “Brexit” referendum will have long lasting consequences on Europe. These have roots in European politics for the last three decades and the way the EU has dealt with multiple crises (reception of migrants and refugees, terrorism, economic, social and financial crises) and how this affect the groups at risk of racism. Policy responses to these crises seem to reinforce the perception of EU uselessness, democratic gap, disenfranchisement, discrimination and exclusion. There are risks of spin-off and further disintegration of the EU achievements.

Far right spread: blurred lines. The rise in far-right and xenophobic parties is a growing concern in the EU. Xenophobic ideologies, policies and practices have integrated mainstream political parties. Xenophobic ideas are hindering progressive efforts towards equality. Other groups are targeted by surge in conservatism and populism that pretend to ‘protect European values from migrants and Muslims’: women, LGBTI people, persons with disabilities.

State of denial. The real extent of racism and discrimination is difficult to establish because of the lack of reliable and comparable equality data across Europe. It is still possible in Europe to deny the existence of racism and discrimination or the impact it can have on minorities' exclusion. While data are not a goal per se, and should be part of proper equality planning and monitoring, they are crucial elements to document racism and establish trends, prove discrimination in court, support evidence-based decision making, assess impact of funding and promote diversity. Racism is also denied because of deeply-rooted power relations and difficulties to change the status quo which favour some groups. Structural racism, the result of intentional or unintentional attitudes, patterns, policies and practices, has persisted.

Rise in hate crime and speech. Rise in hate crime across Europe and post-EU referendum surge of hate crime in the UK confirm our findings that States’ responses broadly fail to protect victims and stop impunity. This is made possible because people feel entitled and encouraged through low judicial sentencing and political and media hate speech. Hateful comments are reinforced on social media where people are comforted within their system of beliefs. The failure of progressive counter narratives to dominate is sticking.

Mobilising for social change. Social innovation and social media have shaped the way the anti-racism movement operates. Community-led, active movements and citizens' initiatives operate next to more institutionalised CSOs. Sustainability of action is not always easy to conciliate with reactivity and flexibility. Mobilisation techniques should be explored to ensure one can use the full range of action for social change.

Risks:

Access to resources: Despite improvements, the diversification of funding sources in times of austerity and Eurocepticism remains a strong concern.

Parties promoting xenophobia and racism: ENAR and its members have been increasingly under scrutiny from far-right MEPs through parliamentary questions for instance.

Inter and intra-community tensions: ENAR continues to be at the crossroads of intra and inter-community tensions, especially in times of conflict in other parts of the world. We therefore strive to balance our work on different communities, and discuss major tensions with the Board and the membership.

Workload: Different expectations from members may have an impact on workload. ENAR Secretariat and Board have worked jointly to ensure that ENAR remains focused on agreed objectives. We keep trying to decrease the workload while exploring synergies with other anti-discrimination and equality organisations to find multipliers for our concerns.

Working hypotheses behind our strategic objectives and methods:

1. There is no “one-size fits all” universalist type of anti-racism. Historical roots of those forms of racism differ. There are common manifestations but some have different impact on groups and on how they intersect with other grounds of discrimination.
2. Intersectionality demands that we examine the various and intertwined power structures of our world, including racism, patriarchy, economic exploitation, and more.
3. Equality of opportunity is not enough to challenge racism. We need substantive equality that would mean equality in practice and in outcomes, not just in theory/rights. This implies a need for positive measures to redress inequalities.
4. Decision and policy makers need to know that equality and diversity matter to people and are a strong demand. Strong communities will be able to bring change at the local and national levels and reinforce EU level advocacy. EU level expertise will strengthen local and national communities and NGOs.
5. Racism is an issue for all and should not just be the concern of minority groups. Equipped people of colour are the best placed to report and challenge racial and religious discrimination. Strong cooperation across groups, including majority groups, is crucial to advance equality.
6. There can't be any meaningful equality policy without a clear understanding of the issues at stake. Data collection would lead to some form of positive action measures to ensure racial equality. When data are available, inequalities can't be denied. Equality policies are improved.
7. There can't be any progress towards equality if ethnic and religious minorities don't feel safe. There is an established link between hate speech, harassment and physical violence.
8. The discriminatory impact of counter-terrorism measures would be counter-productive in the long-term and more violent extremism could be happening without a proper prevention strategy which addresses exclusion and discrimination.
9. We can have a stronger impact on employment rather than other fields of life, because we have a strong expertise and there are European and national legislations. Well-paid and quality jobs are the gate to social inclusion.
10. How we communicate shapes what people think about racial equality and people belonging to racial, ethnic and religious minorities.

Annex 2: Activities (2018, summary)

- Advocate for and contribute to drafting EC guidance on hate crime EU law and on equality data
- Produce a toolkit on documenting the impact of counter-terrorism policies on groups at risk of racism and start developing a toolkit on prevention of radicalisation for young people
- Publish a book on Antigypsyism collecting activists and academic articles
- Contribute to the Alliance against Antigypsyism joint advocacy on the post 2020 Roma EU Framework
- Advocate for a EC roadmap on Antisemitism and one on Islamophobia
- Work on a European Parliament Resolution on Afrophobia
- Lead the EU NGO coalition on Islamophobia and work towards a working definition of Islamophobia
- Advocate for EU standards on National Action plans Against Racism and contribute to civil society consultations on National Action plans Against Racism in 3 Member States
- Hold seminars on diversity management
- Produce a European Shadow Report on discrimination in employment and launch update on racist crime
- Hold a symposium on intersectionality of racism and other forms of discrimination
- Hold ENAR's 20th anniversary and General Assembly
- Disseminate our findings through media and social media