



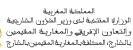
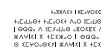
Identification of training programmes, taking as an example the European experience in the prevention of and fight against racism and xenophobia towards migrants

SUMMARY



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Author:
University of Salamanca - USAL.

Editorial Services: Cyan, Proyectos Editoriales, S.A.

Text coordination: Dra. Concha Antón; Department of Social Psychology and Anthropology,
University of Salamanca-USAL.

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1. GENERAL INTRODUCTION AND CONTEXT

“Technical assistance for the identification of training programmes, taking as an example the European experience in the prevention of and fight against racism and xenophobia towards migrants” is part of the project “Living together without discrimination: an approach based on human rights and the gender dimension”, which was proposed by the General Secretariat for Immigration and Emigration (Secretaría General de Inmigración y Emigración, SGIE) and developed with SGIE funding by the Spanish Observatory on Racism and Xenophobia, (Observatorio Español del Racismo y la Xenofobia, OBERAXE) and the Spanish Agency for International Development Cooperation (Agencia Española de Cooperación Internacional para el Desarrollo, AECID), in collaboration with the Moroccan authorities. The project was finally presented in 2016 to the North of Africa Window Committee of the Emergency Trust Fund for Africa sponsored by the of the European Union for European approval (T05-EUTF-NOA-MA-01), by the AECID and the International and Ibero-American Foundation for Administration and Public Policies (Fundación Internacional y para Iberoamérica de Administración y Políticas Públicas, FIAPP). The Ministry Delegate in charge of Moroccans Residing Abroad and Migration Affairs (MDCMREAM) in collaboration with the National Council for Human Rights (Consejo Nacional de los Derechos Humanos, CNDH) participate as partners in the implementation of the project in Morocco.

The University of Salamanca, under a contract signed with FIAPP, is the lead organisation to implement the Assistance. The work team, coordinated by the University of Salamanca, is a multinational team composed of the following experts in the field of equality and non-discrimination: Dr Concha Antón (University of Salamanca), Dr. F. Javier Marco Cuevas (Spain), Dr Jack Nolan (Ireland).

The team coordinated with two other Technical Assistances of the Project “Living together without discrimination: an approach based on human rights and the gender dimension”: one Assistance is in charge of developing a training proposal on the prevention of racism and xenophobia in Morocco, and the second Assistance is in charge of guaranteeing the gender perspective throughout the project.



2. OBJECTIVES OF THE STUDY

This report provides recommendations to transfer the technical aspects of the experiences analysed in European countries to train the public officials in Morocco in the prevention of racism and xenophobia. To this end, we analysed the key success factors of the reference training programmes in this area that were developed in four European countries concerning the areas of public administration, security, education, health, justice and social and local services.

The specific objectives pursued in the study are:

1. To gather information on the institutions involved, and the developed strategies and training programmes over the last five years in the prevention and fight against racism and xenophobia aimed at the staff of public administrations in Spain, Ireland, Romania and Lithuania. Also, we focused on the reference programmes developed by European agencies and civil society organisations in each country. This includes the training activities with the potential for transfer to Morocco.
2. To select and describe two reference programmes in each country and for each of the analysed areas of the public administration: security, education, health, justice and social assistance. The programmes that include a gender perspective will have priority in the selection process, and their effectiveness will be assessed, taking into account their impact, dissemination, tangible results and foresight.
3. Identify, for each area analysed, the key success factors of the programmes regarding training needs, number and profile of the participants, duration, content, objectives, knowledge, skills and acquired attitudes, the used methodology, trainer's profile, method and evaluation tools used, and also whether the gender approach was taken into account.
4. To sensitise and raise awareness among authorities and other key actors on the importance of training to face challenges in the fight against racism, xenophobia and any other type of intolerance.
5. Validate the training proposal in Morocco when the current training needs of Moroccan public administration staff are identified, and the most appropriate training strategies have been assessed in each area, taking into account the different realities, by sharing expertise between key actors in Morocco.



3. METHODOLOGY

The objectives of the Project have been developed in two phases of action: (1) the analysis of the training programmes and models in European countries and (2) the workshop to present the results in Morocco. This report refers to Phase 1 of the project.

The analysed training activities were developed in Spain, Ireland, Romania and Lithuania. The selected countries respond to the need to identify success factors that are applicable in different contexts and, therefore, may also be useful for training in Morocco. Each of the selected countries faces different migratory and ethnic realities and, although a common European legal framework protects them, all have developed various strategies to prevent racism and xenophobia.

The analysis methodology of the training activities has three main elements:

- Identification of significant training models and programmes.
- Selection of the training activities that will be analysed.
- Collecting detailed information on the selected training activities and an analysis of the variables related to the quality of the programmes.

In order to identify the reference training programmes, two search strategies were followed. Firstly, we recognised the competent bodies to train public officials. All of them were asked to complete a questionnaire in order to know, in-depth, about the training strategies that were performed and what they considered the most relevant developed training programmes in anti-racism in the last five years. In addition, we sought for secondary sources related to the training of public officials in the four countries.

A total of 113 training activities were identified. The application of three sets of criteria – inclusion, quality and suitability – made it possible to analyse 41 reference training activities. Table 1 shows the breakdown by country.

	Spain		Ireland		Romania		Lithuania		total	
	I	S	I	S	I	S	I	S	I	S
in-class	55	15	14	8	22	8	12	6	103	37
online	8	2	0	0	2	2	0	0	10	4
total	63	17	14	8	24	10	12	6	113	41

Table 1. Identified and selected courses for each country.
I= identified
S= selected

Once the 41 reference training activities were selected, the coordinators were contacted to obtain detailed information on the activities: participating organisations/institutions, the framework for the programme, its specific or periodic character, the training needs that are satisfied, the number and profile of the participants, the duration and set up of the course, the contents taught, the objectives, the knowledge, skills and attitudes acquired, the methodology and didactic resources used, the trainer's profile, the evaluation method and tools used and the gender approach.



The information provided was systematised in a set of variables and analysed through the IBM SPSS 19 statistical package. The frequencies of the variables were analysed by areas d in order to describe the selected training activities. In addition, contingency tables were made for the entire sample in order to find the variables that had the greatest impact on the excellence of the programmes and on the inclusion of the gender perspective.

After analysing the data, the obtained results allowed the group of experts to reach conclusions on the key aspects of the success of the programmes and to offer a series of recommendations that allow for a technical transfer of the analysed experiences.

4. DESCRIPTION OF STRATEGIES AND TRAINING PROGRAMMES BY AREA

After the entities who are responsible for the training of public officials in the different countries were identified, we found that the training strategies carried out are not homogeneous between the countries, neither in relation to the areas analysed, nor in the training activities layout. It was also found that not only the public administrations intervened in the training of public officials, but also the civil society organisations played an important role both in collaboration with the administrations and on its own initiative. Especially in the case of the organisations, on many occasions, their programmes are not exclusively linked to one of the analysed areas.

The level of development of the training strategies for each area that is part of the international organisations varies according to the response given to the demands made by those organisations. The recommendations made by ECRI to each country are essential in this regard. As a result of these recommendations, the areas of security, 27.4%, and education, 36.2%, seem to have developed the most training programmes according to the answers given by the participants.

In this section, a description is made of the results obtained after contacting the different training managers for each of the studied areas.

4.1. AREA OF SECURITY

We identified a total of 32 courses in the area of security, two of them online. The distribution by country is shown in Table 2.

After applying the quality criteria, inclusion and appropriateness, 12 courses were selected, one of them online. The analysis of the selected courses allows us to conclude:

- **In reference to the participating entities:** Four courses were organised exclusively by the public administrations on which the public officials depended directly. All others belong to observatories for racism and similar organisations (five) and civil society organisations (eight). Furthermore, nine of the projects involved external experts in the design or course teaching. The courses are part of a training programme in 66.7% of the cases.
- **In reference to the identification of needs and the participation of vulnerable groups:** In 83.3% of the cases, preliminary work was done to identify the needs. The demands of vulnerable groups were taken into account in the design of 50% of the courses. The participation of migrant women or women belonging to ethnic minorities was reduced to 41.7% of the training courses. Gender is explicitly mentioned in 50% of the courses.
- **In reference to the participants in the courses:** The number of participants varies between 26 and 22,000 police officers, both national, regional and local. In 83.3% of the course were specialized and of volunteer assistance, all others are part of mandatory training programmes. The courses are oriented to the training of trainers in 25% of the cases. About 60% of the courses accredit attendance and have an impact on the professional careers of the assistants. Of the courses, 58% takes some measure to ensure gender equity in participation.



COUNTRY	NUMBER OF COURSES IDENTIFIED			NUMBER OF COURSES SELECTED			SELECTED COURSES ¹
	In-class	Online	Total	In-class	Online	Total	
Ireland	8	0	8	3	0	3	Training for Ethnic Community Liaison Officers Protection of the human rights of the black community in Ireland Model interview of Garda Siochane
Spain	18*	1	19	5*	1	6	Training on racism, discrimination and hate crimes for the Local Police of Sabadell PROXIMITY Project FIRIR Project Together Project Online Hate Speech** Hate, racism and violence in sport
Romania	2	0	2	2	0	2	Integrated action to combat hate crimes, in particular those against Roma communities. Combating anti-Semitism, discrimination and xenophobia
Lithuania	2	0	2	1	0	1	Police officer's proceedings in hate crimes

Table 2. Identified and selected courses in the area of security.
* Course organised by CEPOL included; **Organised by CEPOL

- **In reference to the course format:** The duration of the courses ranges between 8 and 118 hours, and 75% are training activities with more than one edition. The same percentage of courses are in-class.
- **In reference to the methodology and content:** Participatory methodology is used in 83.3% of the cases. In 75% of the courses, specific training materials are developed and is available to the general public in 41.7% of the cases. The contents taught are specific for the area of security in 91.7% of the cases, and the majority are theoretical-practical (75%). Of the courses, 66.7% addresses psychosocial and technical issues.
- **In reference to the teaching team:** In 83.3% of the cases, external experts participated in the teaching. Vulnerable groups taught in 66.7% of the training activities, either directly or through associations who defend their rights.
- **In reference to the evaluation:** In 33.3% of the cases, the acquired contents are evaluated. The satisfaction with the attendance is evaluated in 66.7% of the courses, and in 33.3% of the cases, an independent agency evaluates the training activities. The courses received an external recognition by means of a mention or a prize in 16.7% of the cases.
- **In reference to the gender perspective:** Taking into account all the included variables, 35.6% of the courses achieved a “high” or a “very high” score. Two of the courses did not take this aspect into account.

1. Selected titles are included even if they are not gender sensitive..



4.2. AREA OF JUSTICE

We identified a total of 13 courses in the area of justice, one of them online. The distribution by country is shown in Table 3.

After applying the quality criteria, inclusion and appropriateness, nine courses were selected, one of them online. The analysis of the selected courses allows us to conclude:

- **In reference to the participating entities:** Five were organised entirely by the public administrations on which the public officials depended directly, one by a civil society organisation and three were organised by the administration in cooperation with European institutions. In addition, seven of the projects had external experts in the design or delivery of the course. Only 33.3% of the courses are part of a training programme.
- **In reference to the identification of needs and the participation of vulnerable groups:** Only two of the selected courses have done preliminary work on the identification of needs and make expressly refer to gender in their design.
- **In reference to the participants in the courses:** The number of participants ranges from 10 to 60 prosecutors, judges and magistrates. Only one of the courses, aimed at judges, which is part of their training programme, is compulsory. The course aimed at the training of trainers is also unique. Only two of the courses do not accredit the attendance of the participants. As much as 41.7% of the courses take some measure to ensure gender equity in participation.

COUNTRY	NUMBER OF COURSES IDENTIFIED			NUMBER OF COURSES SELECTED			SELECTED COURSES
	In-class	Online	Total	In-class	Online	Total	
Ireland	0	0	0	0	0	0	
Spain	3	0	3	2	0	2	Hate crimes and discrimination Hate Crimes
Romania	5	1	6	3	1	4	Against anti-Semitism, racism, xenophobia, Holocaust denial and worship of persons guilty of crimes against humanity and peace Combating racism, xenophobia, homophobia and transphobia First specialisation course in the field of non-discrimination and equal opportunities Training of trainers with the HELP methodology
Lithuania	5	0	5	3	0	3	Linguistic rights of linguistic minorities Human rights in practice Protection of the Rights of National Minorities

Table 3. Identified and selected courses in the area of justice.



- **In reference to the course format:** The duration of the courses ranges from four hours to three months, and half of the training activities have more than one edition. Only one of the courses is online, although it also has one in-class session.
- **In reference to the methodology and content:** Five of the courses follow a participatory methodology and develop specific training materials, although only four are accessible to the general public. The contents that are taught are specific for justice in all cases and, for the most part, of a theoretical-practical nature. Six of the courses deal with legal issues, and only three of them also include psychosocial aspects.
- **In reference to the teaching team:** In six cases, experts from outside the organisation participated in the teaching. In one of the training activities vulnerable groups taught in the course, indirectly and through associations which defend their rights.
- **In reference to the evaluation:** Only in two of the cases the acquired contents are evaluated, in one the satisfaction with the attendance, and in two cases there is an evaluation of the formative action by an independent agency.
- **In reference to the gender perspective:** Taking into account all the variables included, only two of the courses achieve a medium or high score. Two of the courses do not take this aspect into account.

4.3. AREA OF HEALTH

We identified a total of four courses in the health area, two in Spain and two in Romania, as can be seen in Table 4.

After applying the quality criteria, inclusion and appropriateness, two were selected with the following characteristics:

- **In reference to the participating entities:** In both cases, they were organised by institutions monitoring racism and xenophobia in collaboration with civil society organisations. In addition, both projects received European funding and were part of broader action projects that included other types of activities, such as awareness-raising and the identification and recording of racist and xenophobic incidents.
- **In reference to the identification of needs and the participation of vulnerable groups:** In both cases preliminary work for identification of needs was done as part of the whole project.
- **In reference to the participants in the courses:** The number of participants ranged from 50 to 2,400 people. The assistance was voluntary, and measures were taken to guarantee gender equity in participation.

COUNTRY	NUMBER OF COURSES IDENTIFIED			NUMBER OF COURSES SELECTED			SELECTED COURSES
	In-class	Online	Total	In-class	Online	Total	
Ireland	0	0	0	0	0	0	
Spain	2	0	2	1	0	1	Pandora Project
Romania	2	0	2	1	0	1	Discrimination against immigrants in the field of civil rights
Lithuania	0	0	0	0	0	0	

Table 4. Identified and selected courses in the area of health.



- **In reference to the course formats:** The duration of the courses varies between one and ten hours. The shortest course was conducted 162 times. Both are in-class courses.
- **In reference to the methodology and contents:** Both use a participative methodology and developed in activity-specific training materials accessible to the general public. The contents taught are specific for the area of health, are theoretical or practical and deal with legal, psycho-social and technical issues.
- **In reference to the teaching team:** The team is made up of in-house personnel, in one case, and experts external to the organisation in all other cases. Vulnerable groups taught in both training activities, either directly or through associations defending their rights.
- **In reference to evaluation:** Both courses are evaluated externally, and one evaluates the satisfaction of the participants.
- **In reference to the gender perspective:** Taking into account all the variables included, one of the courses achieves a score of “very high”.

4.4. AREA OF EDUCATION

We identified a total of 41 courses in Education, and eight were online. The distribution by country is shown in Table 5.

After applying the quality criteria, inclusion and appropriateness, seven courses were selected, and two of them were online. In the analysis of the courses, a training activity developed by the Council of Europe within the framework of the “No hate Speech project” in Romania was not used, as it had already been conducted in Morocco. The characteristics of the other training programmes are:

- **In reference to the participating entities:** Two have been organised exclusively by the public administrations on which the public officials directly depended, one by a civil society organisation and the rest have been organised in collaboration with the administration, civil society and observatories or similar organisations. In addition, four of the projects had external experts in the design or delivery of the course. Only one of the courses is not part of a training programme.
- **In reference to the identification of needs and the participation of vulnerable groups:** In five of the selected courses, preliminary work was done to detect needs, and gender was expressly mentioned in their design. In three of the courses, the opinion of vulnerable groups was taken into account in the design of the training, including women belonging to these groups.
- **In reference to the participants in the courses.** The number of participants varies greatly, and the highest number of programmes were aimed at students, with a maximum of 28,280 students. In the case of programmes aimed at teachers, the maximum is 2,000. Two of the activities, aimed at students, were of compulsory attendance. All others are aimed at the training of trainers and were of voluntary attendance. Only one of the courses does not accredit participation. All courses take some measure to ensure gender equity in participation.



COUNTRY	NUMBER OF COURSES IDENTIFIED			NUMBER OF COURSES SELECTED			SELECTED COURSES
	In-class	Online	Total	In-class	Online	Total	
Ireland	2	0	2	1	0	1	Development of citizenship
Spain	16	7	23	3	1	4	FRIDA We Are More Online MUS-E Programme IN-class MUS-E Programme
Romania	11	1	12	0	1	1	Interactive lessons on the Holocaust in Romania.
Lithuania	4	0	4	1	0	1	Hate speech

Table 5. Identified and selected courses in the area of education.

- **In reference to the course formats:** The duration of the courses ranges between three and fifteen hours, and all the training activities have more than one edition. Two of the courses are online.
- **In reference to the methodology and contents:** Five of the courses follow a participatory methodology. All of them develop specific training materials, although in one case, it is not accessible to the general public. The contents that are taught are specific to the training, but the programmes aimed at students develop general contents. Three of the activities work with theoretical-practical content, and another three only have practical content. One of the courses deals with racism and xenophobia from a psychosocial perspective, but the rest also includes other aspects.
- **In reference to the teaching team:** Only in one course did the teachers belong exclusively to the organising body, and in five of the cases experts from outside the organisation participated in the teaching. In one of the training activities in five of the courses, vulnerable groups participated in the teaching of the course, indirectly and through associations for the defence of their rights.
- **In reference to the evaluation:** In four courses the acquired contents and the satisfaction are evaluated. In addition, in three cases, there is an evaluation of the training action by an independent agency.
- **In reference to the gender perspective:** Taking into account all the variables included, three of the courses achieve a score of “very high”, two “high” and one “medium”.

4.5. AREA OF SOCIAL AND LOCAL SERVICES

We identified a total of 23 courses in the area of Social and Local Services, whose distribution by country is shown in Table 6.

After applying the quality criteria, inclusion and appropriateness, eleven training programmes were selected. One was removed from the analysis as it was under development at the time of preparing this report and another was also removed as it had been contracted by the Irish Administration from different suppliers who did not provide detailed information. The main characteristics of the remaining nine are:

- **In reference to the participating entities:** Two were organised exclusively by the public administrations on which the public officials depended directly. One was organised by a civil society



organisation and the rest was prepared in collaboration with the administration, civil society and observatories or similar organisations. In addition, seven of the projects had external experts in the design or delivery of the course. Five of the training activities were developed within the framework of a training programme.

- **In reference to the identification of needs and the participation of vulnerable groups:** In seven of the selected courses, preliminary work was done to detect needs and eight specifically mention gender in their design. In eight courses, the opinion of vulnerable groups was taken into account in the design of the training.
- **In reference to the participants in the courses:** The number of participants varies between 20 and 210 people. All activities involved volunteer attendance. Only one of the courses does not accredit participation. Similarly, one of the courses does not take any measure to guarantee gender equity in participation.

COUNTRY	NUMBER OF COURSES IDENTIFIED			NUMBER OF COURSES SELECTED			SELECTED COURSES ²
	In-class	Online	Total	In-class	Online	Total	
Ireland	4	0	4	4	0	4	Professional Diploma in Human Rights and Equality. Equality in Public Services. Intercultural and anti-racist training. Training in unconscious preferences (no data).
Spain	16	0	16	4	0	4	Training on racism, discrimination and hate crimes with the Municipality of Terrassa (by agreement) UNDER DEVELOPMENT. Training on hate speech and alternative narrative techniques for technicians of Barcelona City Council. Social intervention in cultural diversity context. Intervention and work with an intersectional approach.
Romania	2	0	2	2	0	2	Risk groups and social support services. The right to non-discrimination. The national network of local Roma experts.
Lithuania	1	0	1	1	0	1	Incitement to hatred and discrimination

Table 6. Identified and selected courses in the area of local social services.

² Selected titles are included even if they are not gender sensitive.



- **In reference to the course formats:** The duration of the activities varies between two and 400 hours. The short courses respond to awareness-raising campaigns and the long ones, to a university training programme. All the training activities have more than one edition. Two of the courses are semi-presential.
- **In reference to the methodology and contents:** Participatory methodology was used in eight courses. Six develop specific training materials, although only in three cases these resources are accessible to the general public. The contents taught are specific to the area, except in one of the training activities whose contents are general. All use theoretical-practical contents. Most of the courses deal with racism and xenophobia from a combined perspective, although one of them is exclusively oriented towards psychosocial issues and the other towards legal issues.
- **In reference to the teaching team:** In only two courses do teachers belong exclusively to the organising body. In one of the training activities of seven courses members of vulnerable groups taught in the course indirectly and through associations for the defence of their rights.
- **In reference to evaluation:** Content acquired in three courses and satisfaction in four courses were evaluated. None of the courses was evaluated by an independent agency.
- **In reference to the gender perspective:** Taking into account all the variables, all the courses have a “very high” or “high” score, except in one case in which the gender perspective is non-existent.



5. RESULTS, DISCUSSION AND RECOMMENDATIONS

We identified 14 variables that establish the quality of the analysed programmes. That is: successful in their development – training activities with more editions, that have received external recognition and/or that have developed available training materials – and those who take into account the gender perspective.

The results, discussion and the suggestions derived from both are presented below.

Outcome 1: Participating entities

The qualification of excellence is achieved by only 16% of the programmes that were organised exclusively by the administrations in charge of the training of their officials. The best results are obtained when they act in coordination with racism and xenophobia observatories or similar institutions and when they cooperate with civil society organisations.

Discussion

Public administrations alone have difficulties in developing excellence training programmes. Training in anti-discrimination is often innovative or new for administrations, as evidenced by its absence in some of the countries that were analysed. On many occasions, the training departments in charge of technical training have been overwhelmed by demands derived from strategies or commitments acquired with third parties in the fight against racism and xenophobia.

Recommendations

To establish alliances and agreements with other institutions and civil society organisations to design and develop anti-racism training activities. This strategy will not only be related to an increase in the quality of the training activity but may also be a factor to try and maintain the training activities in the future.

Best practices identified: the establishment of permanent collaboration agreements; to join with civil society organisations and observatories to apply for project funding in specific external calls, strengthening contacts with civil society by creating the figure of a community liaison officer; the training and incorporation of members of vulnerable groups in the institutions.

Outcome 2: The role of NGO's

NGO's participated 81% of programmes rated as excellent. NGOs have participated in 91% of the training activities that achieve a very high score regarding gender perspective.

Discussion

The inclusion of civil society has advantages as to include significant activities to ensure that training is developed with a gender perspective. It is possible that this is due to the significant participation of



women in civil society organisations or because these organisations were more influenced by feminist movements.

Recommendations

Strengthen civil society relations. Public administrations can learn from the gender expertise of civil society organisations, get advice from these organisations in the design and implementation of training, or establish channels of collaboration. Good practices that were identified: create a liaison officer who communicates with the NGOs; inviting NGOs to validate the design of training plans; establishing stable communication and collaboration protocols; entrust the implementation of training to NGOs.

Outcome 3: The role of the observatories and similar bodies

All programmes (100%) that are organised from the observatories, whether alone, with the administration or with NGOs, are in the group of those considered excellent.

Discussion

The presence of an institution with global responsibilities as far as knowledge, analysis and work promotion to combat racism, racial discrimination, xenophobia and other forms of intolerance, as well as incidents and hate crimes, guarantees the effectiveness of the developed activities.

Recommendations

An institution responsible for the fight against racism that could also serve as an external reference to the administration should be used for the development of the training activities.

In any case, in order to achieve an organisation that is sensitive to multiculturalism and social ethnicity, the administrations have to commit themselves and diversity must be in the vision, mission, values, structures, political processes and services. Training is only one more element of the process.

To guarantee this commitment, the Administration should have a person or office in charge of the implementation of the anti-racist training programme, its evaluation and monitoring. This person should have different resources that allow him/her to ensure a good implementation of the plan by the coordinators of the training activities. These measures may include public recognitions, merits for their achievement, bonuses, etc.

Within the analysed countries we can find an example of good performance. The Ministry of the Interior in Spain created the Office for Combating Hate Crimes. In the same area, Ireland created the Garda Office for Race, Interculturality and Diversity. Both institutions have responsibilities in training activities.

Outcome 4: Training activities

As much as the 66.7% of the training activities that reach the level of excellence are part of a programme or project, while 30.4% of them have been carried out independently.



Discussion

Training activities that are more successful are developed within a framework of training activities or broader projects, such as those that include a prior diagnosis of the situation on which they intend to act, or that are oriented towards the development of anti-racist instruments or protocols.

Recommendations

It would be necessary to integrate the training activities in an action plan of the responsible administration, and not consider it only an isolated element. To this end, it is essential to achieve the commitment of the administration's management with multiculturalism. It should be reflected in the definition of the objectives, and it should be given priority, through different measures such as its integration in the Training Services Charter. One person should be responsible for training in cultural diversity, equal treatment and non-discrimination. It is also necessary that these principles guide the activities of the trainers in order to achieve an attitudinal change that is not only limited to the transfer of knowledge but also includes experiences and contacts that modify sympathies and behaviours.

Outcome 5: Needs assessment and training design

In many training activities of excellence (76.9%), a preliminary work of identification of needs was done. In addition, in the training design, the vulnerable groups participated in 84.2% of the training courses classified as excellent and only in 15.8% of those that were not.

Discussion

Adapt the training to the requirements of the job and the skills of public officials is one of the keys to the success of the training groups. The performance assessment cannot depend only on the heads of the public officials, and the citizens are an important source of information. The members of vulnerable groups can bring in this quality advantage in the case of racism and xenophobia.

Recommendations

The needs assessment should be developed, even if there is disposal to develop training actions. The training design should be based on these needs.

Good practices that are identified in the analysed training activities the performance of surveys among the personnel that will benefit from the training; maintain contacts with vulnerable groups to identify the gaps in the service that can affect them, include them in these contacts, and listen to the voice of women. Offer a portfolio of training activities and implement them on demand of the different services. Use previous training activities as an instrument to detect the weaknesses of public officials. Use the registration systems of NGOs of racist and xenophobic incidents to detect the possible dysfunctions of the service provided by the administration. Develop specialisation courses according to the competencies required in each of the administration's services.



Outcome 6: Accreditation of the participation

Participation in 68.4% of the training activities analysed is recognised through a certificate of attendance, with no statistically significant differences between excellent activities (69.6%) and those that are not (66.7%).

Discussion

The analysis shows that the recognition of participation has no impact on the quality of the training activities. Another analysis regarding the impact that recognition has on the number of participants are not adequate in this study given the diversity of the participants in the activities, and the number of variables on which it may depend, such as the size of the target population or the type of training action – awareness-raising campaign, seminar, formal course, etc. –, or the modality used – online, in-class –, among others.

Recommendations

To develop training activities whose title makes it clear that the objective is the fight against discrimination and hatred on racist and xenophobic grounds and to acknowledge the attendance is one way for the administration to show its commitment. Recognition should have a potential impact on the professional careers of public officials. Good practices that were identified are the obligation to go through this training to access certain positions within the administration or evaluate the attendance to these courses on the merits for the promotion of public officials.

Result 7: Participatory methodology

The participatory methodology is used in 78% of the courses analysed. Of the excellent courses, 87% use this methodology, while in the rest of the courses, 66.7% use it.

Discussion

The participatory methodology is mainly used in anti-discriminatory training activities and especially among those that reach a score of excellence. Since the use of a participatory methodology in the courses was one of the criteria to be included in the analysis, the first result can be assigned to this selection. However, its greater presence among the groups of excellence shows that it guarantees quality.

Recommendations

Participatory methodologies involve people in their learning process, strengthen communication mechanisms through interactive encounters between people and lead to deeper and more consistent learning. Training in the fight against racism and xenophobia not only involves the acquisition of knowledge, but it also requires an attitude and behaviour change that can be transmitted to the official's workplace accordingly. To ensure the success of the training, it is essential that participation allows people to develop new ways of thinking, new ways of feeling, new ways of relating and new ways of acting.

Good practices that were identified are the combination in the training of participatory conferences and workshops; make time in the training design for debate and discussion; development of group work during the training; use of role-playing techniques to dramatize real situations or role-playing.



However, the educational community agrees in pointing out the difficulty to introduce this type of methodology. The most outstanding features are the cultural resistance on the part of the teaching team and students, and the lack of training in innovative teaching methodologies. For this reason, it is recommended that trainers should be trained in participatory teaching techniques, ensure that during training the hierarchical differences between participants do not restrict communication and that the gender of the participants does not diminish their ability to express themselves and that they should be taken into account.

Outcome 8: Compulsory vs voluntary

In 86.8% of the courses, the training was voluntary, and there are no statistically significant differences in the quality variable of the course.

Discussion

Compulsory training on racism and xenophobia is considered a success as a strategy towards diversity within the organisations. It is not, however, always possible to implement compulsory training due, among other reasons, to the capacities of the administrations. Moreover, inappropriate training can be counterproductive. If it is conceived as a statement of intentions of the institution, the mandatory training can create the illusion of being sufficient, without producing real changes in the official's work.

Recommendations

The challenges of migration and multiculturalism require a necessary response from the administrations. Raising awareness of racism and xenophobia should be mandatory for all government workers. This awareness-raising could be carried out through training sessions prior to or immediately after entering the workplace. In addition, when there is prior training, this subject can be included in the training curricula in a transversal way. Both are good practices that have been identified in the analysed training programmes. The existence of online awareness-raising has also been identified as good practice.

On the other hand, some jobs, due to the forced contact with vulnerable groups and the functions assigned to them, require specific training, which should also be mandatory. Some of the training activities identified as excellent are mandatory specialisation courses for all members of a service developed only for them, and then subsequently incorporated in the training to get a job. There are also mandatory courses that are required to apply for certain positions.

The selection of voluntary specialisation training in anti-discrimination on a continuous basis and with a diversity of courses, is the best alternative for the rest of the situations, as shown by the training that was analysed.

Result 9: Attendance

In-class courses made up 78% of the total and 7.9% are semi-presential. There are no statistically significant differences in the quality of the courses.



Discussion

Online training has undergone an unstoppable development in adult education due to a series of undeniable advantages linked to accessibility and cost. The development of educational platforms has also facilitated the design of online courses. However, this impact does not seem to be so important in training specifically aimed at public officials.

Recommendations

The potential of online training cannot be ignored by public administrations. Especially in cases where knowledge needs to be transmitted on a massive scale and to officials who are scattered or work in shifts. Good practices that were identified are online specialisation training with technical content and awareness-raising campaigns.

On the other hand, if the aim is to achieve a profound change in the attitudes and behaviours of the participants in addition to legal or technical knowledge, the best framework for action is in-class training, despite being more expensive.

Result 10: Materials

Specific training materials were created in 87% of the courses that were rated as excellent, as opposed to 46.7% of non-excellent courses.

Discussion

The resources that accompany the training, especially when the duration of the training is short, are a guarantee that the contents can be revised when necessary. In addition, the development of its own resources allows public administrations to use these resources in online training modalities and publish their work in society. Shared training resources can be used by other government services. The social knowledge of the training can build confidence in the members of vulnerable groups and the organisations that represent them, which will favour the relations and the solution and prevention of conflicts. Besides, the organisations that respect diversity have a greater ability to recruit candidates from the different groups that make up the society they serve.

Recommendations

Administrations can act as models for the rest of society by developing their own training resources and by sharing them with society and thus become a benchmark to manage its reputation adequately. The good practices that were identified in the highest quality activities show this. Although it is difficult to assess the impact of these resources on the desired social change, it is possible to use indirect ratings as we have seen in some of the studied cases, such as the number of downloads or the number of web-sites where they are shared.

There are cases in which the content is by nature confidential and can therefore not be shared indiscriminately. In this case, it may be good to ensure that the materials are available through an intranet or through a loan system that guarantees the proper use of the contents, as has been done in the case of resources generated, especially by police institutions.



Outcome 11: Teaching staff and training of trainers

All the training activities (100%) aimed at the training of trainers have been rated as excellent. Members of vulnerable groups participated as teachers in 78;3% of the training rated as excellent, as opposed to 33% of those who are not. In 47.8% cases the teaching team of the training of excellence was mixed. In 58% of the non-excellent training the teachers were exclusively experts, and 37.5% of the teachers belonged to the organisation that provided the training.

Discussion

Attitudes change more easily when the audience feels identified with the trainer. In addition, the adaptation of contents to the requirements of the position and the community in which they work requires certain proximity of the teaching team to the reality experienced by the target audience. For this reason, it is important that members of the administration with knowledge of the dynamics and particularities of their organisations participate in the training.

The necessary interaction with other professionals, on whom the success of the work carried out depends, as well as the high level of specialisation of the contents or the innovative nature, often require specialists from outside the administration.

The inclusion of members of vulnerable groups or of people sensitive to them as teachers provides important advantages, such as offering new points of view in reference to the experiences of minorities, helping to break stereotypes and providing special skills, such as mastery of a language.

Recommendations

The quality of the training is undoubtedly linked to the skills of the teaching team. The use of appropriate pedagogical techniques, the reputation and experience of the team and the adaptation of the content for the target audience require a combination of qualities that are difficult to find in a single person.

We recommend using a mixed teaching team, including members of the organisation itself, outside experts, and people of vulnerable groups.

In order to guarantee that the teaching team has the required competencies, it is important to develop training activities for trainers, not only regarding the content but also pedagogical techniques. Good practices that were identified are the training of trainers for the development of a cascade training programme in the FIRIR programme which exponentially multiplied the recipients of the final training and the territorial scope of action or the training of trainers in the HELP methodology in Romania.

When representatives of minority groups are included, we must ensure that their participation takes place in a collaborative context where all participants are given equal status in order to break down stereotypes. One of the good practices analysed, for example, developed modelling activities in natural contexts in Ireland where members of minorities accompanied community police officers in their work.

Experts from outside the organisation are essential in the teaching teams, but if we want to maximize their expertise they should be involved in the design of the training or otherwise be informed in time about the characteristics of the course participants, their profile, number, knowledge and the required skills that need to be developed. An example of this in Spain is the course for judges which, despite being part of the compulsory curriculum for access to the judicial career, was designed by a prosecutor who was a



specialist in hate crimes. Also the MUS-E educational programme, which takes place over a wide territory, has an extensive network of experts who can act in the different locations where the programme is implemented.

Outcome 12: Contents

In 72% of the excellence training courses, the content dealt with combined legal, psychosocial and/or technical aspects. In non-excellent training courses, exclusively legal content is more frequent (75%).

Discussion

Racism and xenophobia have consequences for the specific regulations of public officials, for the rights of vulnerable groups, for the proper treatment of individuals and the attention to their needs, and for professional protocols and procedures.

Recommendations

The complexity of the actions that need to be taken to combat racism and xenophobia recommends that these realities should be addressed from a multidisciplinary perspective. Even when the training mainly focuses on technical aspects, the proper treatment of people who are vulnerable because of their ethnic group or racial origin requires knowledge of their psychosocial characteristics, the development of empathy, knowledge of the impact of the biases of the officials and the development of appropriate social and technical communication skills.

The diversity of the analysed areas and of the target audiences does not allow analysis in this section of the specific contents that make up the selected training courses. The reader should, therefore, refer to the fact sheets of the training activities. We stress here that the contents linked to racism and xenophobia are not only the main theme of the training activities, but it is also, in some cases, part of the technical training curriculum, as is the case of the police interview courses given in Ireland.

Outcome 13: Evaluation

Only 34.2% of the selected training activities value the acquisition of content. In the case of excellence training this percentage is 39.1% and 26.7% in all other cases. Satisfaction is valued in 47.4% of the selected training activities, 52.2% in the case of excellence training and 40% in all other training.

The differences as far as the quality of the courses are only significant in case there exists an external evaluation of the training. This is the case in 43.5% of the activities classified as excellent and in 6.7% of all others.

Discussion

The evaluation of contents in the case of selected training is discreetly related to their quality. However, the evaluations carried out during the course hardly predict how they will be implemented in the workplace.



The evaluation of satisfaction is a widespread practice, although the absence of subsequent measures may undermine the credibility of the usefulness of such assessments.

Recommendations

As far as the acquired content evaluation in training, we recommend the implementation of impact assessment techniques. Good practices that were identified include a variety of activities, such as obtaining feedback from the communities where the training has been implemented, as is the case with the training developed by the Irish police. It is also possible to evaluate the impact of the acquired competencies by the assistants, as in the programmes MUS-E and “Somos Más” – in the area of education –. It would also be possible to obtain feedback from the direct supervisors of the participants in the training or from the evolution analysis of the work results. The content evaluation through an exam or a project carried out during the training should be restricted to formal education courses or associated with a specific baremation within the organisations.

If the satisfaction is evaluated, it should be done immediately after the activity, including a variety of aspects such as content, methodology, resources, organisation and teaching. In addition, open-ended questions should be included to allow the free expression of the participants. We recommend making public the evaluations of the courses and the existence of a quality commission that defines adequate corrective actions and grants responsibilities in its execution to improve the practices in the future and to create confidence among the personnel of the Administrations.

The external evaluation allows for an impartial assessment and the gathering of a variety of voices linked to the developed training. The inclusion of monitors during training, interviews with the teaching team and the participants and the analysis of the resources and material that is created are practices usually developed by external consultants. Whenever possible, this type of service is recommended, especially when training is outsourced. In the case of training given by the public administrations, an accreditation system of the given training may be a good alternative.

Outcome 14: Items of the gender perspective in excellence

Those responsible for courses of excellence state that they take measures to guarantee gender equity in 82% of the cases, and equity in the teaching team in 78% of the cases. They make express mention of gender in the design of 87% of the courses, and they take into account the input of women belonging to minority groups in 95.7% of the courses. In the case of non-excellent training activities, these percentages are 60%, 33.3%, 13.3%, 53.3% and 6.7%, respectively.

Discussion

The inclusion of the gender perspective is a cross-cutting component of the project that gives rise to this report and, at the same time, it is one of the dimensions that was entrusted for the analysis. Without including this approach, it would not be possible to affirm that the training activities respond to the social realities of the personnel and the communities for which they work.

Recommendations

This section refers to the suggestions made by the gender expert who advises the project “Convivir sin discriminación” (Living together without discrimination).



In order to guarantee the gender approach in training activities, it must at least:

- Design the programme and take into account the commitment with gender equality of women and men in the public administration. Identify the limitations and other difficulties that female and male public administration personnel may encounter in relation to their availability and participation, and expressly invite men and women to participate.
- Take into account the particularities, the realities and experiences and needs of women who are part of vulnerable minorities.
- Make express mention of the gender dimension in the course proposal.
- Use neutral and/or inclusive language in the programmes, in documents, and in the development of the activities, guaranteeing the participation of men and women during the activities, using examples that represent diversity, and not using examples or stereotyped images.



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Partners:

