



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

CONCLUSIONS AND PROPOSALS



Partners:



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1. INTRODUCTION

“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 was 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.

The general objective of the study is to suggest training programmes on the prevention and fight against racism and xenophobia oriented towards the needs of public administration personnel in Morocco (police, educators, health personnel, social workers and legal operators) based on the reference analysis of the training activities identified in four European countries and at least one European police agency.

This report presents the results obtained in the two phases of the project:

1. The analysis of training programmes and models in European countries.
2. The workshop to present and validate the results in Morocco. Firstly, we outline the conclusions and Proposals reached after analysing the training activity plan carried out in Europe and the analysis of the usefulness to serve as models for effective action in Morocco. This outline was carried out at the workshop held in Rabat with representatives of public administrations. Subsequently, the authors offer a set of proposals for the implementation of training activities in the fight against racism and xenophobia in Morocco and propose a roadmap for its implementation.



2. CONCLUSIONS AND PROPOSALS OF THE STUDY AND THE WORKSHOP

Following a survey on the training activities carried out in Spain, Lithuania, Ireland and Romania on racism and xenophobia aimed at officials in the areas of security, justice, education, health, social and local services, and carried out after a workshop in Morocco aimed at officials in the areas mentioned above, we reached the following conclusions:

Regarding the type of training activities:

- **Different anti-racist training activities** for public officials in the European countries analysed and range from awareness-raising actions, seminars and conferences, to workshops, training courses and formal training. This diversity is also present in the training activities identified in Morocco, following the conclusions reached by the Technical Assistance commissioned in the country and developed within the project framework.

Regarding the entities participating in the training:

- **The best results are obtained when they act in a coordinated matter** with observatories on racism and xenophobia or similar institutions and when they coordinate with civil society organisations.
- The participation of NGOs in the design or training **provides advantages** as far as the inclusion of relevant actions **to ensure a training development with a gender perspective**.
- **The existence of an institution with global responsibilities** in terms of knowledge, analysis and promotes measures to combat racism, racial discrimination and xenophobia – such as observatories or similar institutions – **guarantees the effectiveness of the implemented measures**. Their specialisation favours the development of coordinated efforts in the different areas, aimed at broad sectors of the civil service, in many cases endowed with external funding, with medium-term frameworks for action and standards of outstanding quality.

Regarding the design of training activities:

- **The developed training activities within the framework of training plans or broader projects**, such as those that include a prior diagnosis of the situation on which they intend to act, or those oriented towards the development of anti-racist instruments or protocols, **are more successful**.
- **The detection of the specific training needs** of public officials is **one of the keys to the success of the training activities**. The participation of vulnerable groups in the detection of needs is a significant quality advantage.

Regarding assistance

- Most of the actions analysed **attest the participation in the training as a worthy fact**.
- Whether or not attendance at anti-racist training is **compulsory must be related to the type of work carried out by public officials**.



Regarding methodology and content:

- The **participatory methodology** is mainly used in anti-discrimination training activities and is, in particular, among those that achieve a score of excellence.
- **Most** of the training activities analysed is **class-room training**, although we should take into account the potential for online training.
- The training activities of excellence **develop their teaching materials**.
- The highest quality training **combines content that addresses legal, psychosocial and/or technical aspects**.
- The assessment of content acquisition is discreetly related to the quality of training activities. The evaluation of satisfaction with attendance is the most widespread practice.

Regarding the teaching staff:

- **The combination of an own team, experts and members of vulnerable groups in the teaching staff are associated with the quality of the training.**

Regarding the gender perspective:

- **The training of excellence takes measures to guarantee gender equity** among the assistants, in the teaching staff, and expressly refers to gender in the course design. It also takes into account the women's voice who belong to minority groups and their particular realities.



3. PROPOSALS FOR THE IMPLEMENTATION OF TRAINING IN MOROCCO

One of the main risks taken by institutions and organisations that strive to fight intolerance is that the actions developed, although well-intentioned, are insufficient, punctual and fragmented. In these cases, the results may have been ineffective and even counterproductive.

To make public administrations sensitive to multiculturalism and social ethnicity, a commitment to diversity must permeate their vision, mission, values, structures, processes, policies and services. In this sense, training is a key but a partial element of the process. In this sense, the commitment of politicians to make changes must be clear.

The existence of a reference framework indicating the strategic lines of action and those responsible is linked to the success of the training programmes analysed in Europe. For this reason, the first Proposal is the development of such a reference framework.

- **Proposal 1: Develop a strategy to combat racism and xenophobia, involving all public administrations and including training as a key action.**

To show support for awareness-raising and training programmes on combating racism and xenophobia included in the proposed strategy, we recommend:

- **Proposal 1.1:** Facilitate maximum promotion of the strategy among public officials and the general public and encourage the actions contained.
- **Proposal 1.2:** Make mottos and slogans that can be displayed on the boards of public bodies.
- **Proposal 1.3:** Public demonstrations in support of the strategy through statements, news and media reports.

Furthermore, according to the European experiences analysed, the success of the training activities regarding the number and variety of public officials involved and its stability depends, to a large extent, on the existence of an organisation with global competences in the matter.

- **Proposal 2: Strengthen the actions of the Autorité pour la parité et la lutte contre la discrimination in anti-racism and/or promote the creation of an observatory on racism and xenophobia with global responsibilities for knowledge, analysis and promotes actions to combat racism, discrimination and xenophobia.**

Among the lines of action that the institution could develop, we recommend:

- **Proposal 2.1:** Promote the existence of systems for counting racist and xenophobic incidents that can serve as indicators of needs and that can act as a criterion to assess the success of the actions carried out.
- **Proposal 2.2:** Promote coordinated training activities between different ministries and take advantage of the obtained synergies. If possible, encourage permanent collaboration agreements with the same and with civil society.
- **Proposal 2.3:** Participate in national and international forums to establish alliances with other organisations, institutions and civil society associations, share experiences and build mutual enrichment.



- **Proposal 2.4:** Promote relations with the migrant groups' defence associations and promote their development. In this respect, it would be advisable to invite human rights associations already operating in Morocco and include the migrant population in their programmes.
- **Proposal 2.5:** Develop manuals and teaching materials available for those interested in the subject.
- **Proposal 2.6:** Identify good practices developed in each area of public administration and publish them to all parties involved.

The relative migration pressure in Morocco, the absence of significant ethnic or social conflicts and the subtle forms in which prejudicial attitudes are manifested, among other factors, can contribute to a perception in Moroccan institutions and society that racism and xenophobia do not exist.

Technical training and knowledge of the law are not enough to make senior officials aware of the importance of racism and xenophobia in everyday social interaction with citizens and its potential as a social divider.

- **Proposal 3: Develop an awareness-raising campaign among senior public officials and those responsible for training public officials to increase their awareness of the relevance and importance of the fight against racism and xenophobia.**

According to the analysis carried out on the key success factors of the training activities in Europe, we recommend:

- **Proposal 3.1:** Empower and make an institution or person within each administration responsible for training in cultural diversity, equal treatment and non-discrimination.
- **Proposal 3.2:** Mandatory attendance at awareness-raising actions and recognition of participation on the merits of the assistants for future promotions and/or requests for change of destination and position.
- **Proposal 3.3:** Use a participatory methodology and an experiential approach to make attendees aware of the effects of prejudicial attitudes in the treatment and decision making in the professional environment.
- **Proposal 3.4:** Include content linked to psychological aspects of the development, maintenance and change of prejudicial attitudes.
- **Proposal 3.5:** Include in the materials the legal mandates to which the civil service is obliged, without making these aspects the central theme of the training.
- **Proposal 3.6:** Use mixed teaching staffs, incorporating Moroccan experts of recognized prestige and also migrants, women and men.

The objectives of the training may be general or specific and, aimed at raising awareness and developing a basic knowledge of racism and xenophobia. Most of the training activities analysed in European countries were specific and aimed at meeting the challenges related to the subject that particular areas and professional groups had to face.

The development of a new training strategy in the fight against racism and xenophobia should include both perspectives.

- **Proposal 4: Design training activities with generic content on racism and xenophobia, especially for public officials who have not received training in this area.**

Regarding how this content can be taught, we recommend:



- **Proposal 4.1:** Ensure that all new staff receives these contents on a mandatory basis. The development of online awareness courses, workshops and seminars are appropriate actions in these cases.
 - **Proposal 4.2:** Incorporate the subject matter transversally in training and/or promotion courses into the civil service career, provided that such training exists.
 - **Proposal 4.3:** Develop seminars and workshops parallel to the preparation of public officials, included in the ongoing training of the staff of each public administration.
 - **Proposal 4.4:** Include gender perspective in both content development and teaching.
 - **Proposal 4.5:** Provide spaces on the intranet of administrations intended to host content related to the subject.
- **Proposal 5: Assess the training needs of the different professional categories in each administration and draw up a specific training plan.**

Regarding the needs assessment, we recommend:

- **Proposal 5.1:** Incorporate into the detection of training needs the voices of those responsible for the services, public officials and migrants, either directly or through associations which represents them.
- **Proposal 5.2:** Use as a requirements indicator the records of complaints that may exist in each service and/or administration, as well as those provided by independent bodies.
- **Proposal 5.3:** Analyse training requirements met by training activities considered successful or good practice in other areas and contexts.
- **Proposal 5.4:** Collect the demands and needs expressed by those who attended previous training activities.
- **Proposal 5.5:** Ensure that the needs of women and men, both public officials and migrants, are included.
- **Proposal 5.6:** Strengthen contacts with civil society by creating a community liaison figure that promotes knowledge of the needs of the migrant population.

Also, when elaborating the training plan, we recommend:

- **Proposal 5.7:** Link the training plan to career development to ensure that people entering a position have received training in the subject matter required in their job.
- **Proposal 5.8.:** Incorporate migrants, men and women, and/or with civil society associations who represent them, in the content design.
- **Proposal 5.9:** Incorporate specific training through courses and seminars and assure that the merits will be recognised in the public official's record.
- **Proposal 5.10:** The complexity of the actions to combat racism and xenophobia recommends tackling these realities should from a multidisciplinary perspective. Even when the training is mainly oriented towards 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, understanding of the impact of the biases of the officials themselves and the development of appropriate social and technical communication skills.

The teaching staff, its composition and training, are an essential variable for the success of training activities.



- **Proposal 6: The teaching staff should not only be specialists in the subject and have pedagogical skills, but also its composition should also take into account, since the members of the administration, external specialists, and representatives of vulnerable communities promote, in a complementary manner, the change of attitudes and the acquisition of content of the participants.**

Regarding the selection of the teaching staff, made up of internal and external personnel of the institutions, we recommend:

- **Proposal 6.1:** Include internal personnel into the teaching staff is of particular value to reinforce the commitment of the organisation, as they embody the institution, and their positions will accredit the position of the administration.
- **Proposal 6.2:** Internal staff can be a professional model and have greater credibility with the participants, especially when training new staff.
- **Proposal 6.3:** Direct knowledge of the challenges and difficulties that need to be faced in the workplace facilitates the adaptation of the content and its transfer to the workplace if the teachers are part of the same administration.
- **Proposal 6.4:** The inclusion of persons who belong to minorities or are sensitive to minorities as teachers, provides essential advantages, such as the incorporation of new points of view regarding the experiences of minorities, the provision of special skills, such as mastery of a language. Furthermore, regarding the rest of the teaching staff, the presence of migrants raises awareness on the existence of multiculturalism and stimulates their knowledge of the different realities that exist.
- **Proposal 6.5:** The presence of migrants within the teaching staff should go beyond the incorporation of victims of discrimination. The inclusion of migrant specialists and/or administration workers helps to break down stereotypes and contributes to the empowerment of migrant communities. Therefore, their participation must take place in a collaborative context and at the same level as all other participants.
- **Proposal 6.6:** The involvement of experts from outside the administration favours the incorporation of different reference frameworks and is particularly desirable when the contents that are taught are new.
- **Proposal 6.7:** To take full advantage of the expertise of external experts, we recommend that they participate in the design of the training or, if not, inform them in time about the characteristics of the participants, their profile, number, knowledge and the skills that need to be developed.
- **Proposal 6.8:** Promote gender parity in the composition of the teaching staff.

Regarding the training of trainers, we recommend:

- **Proposal 6.9:** Include awareness-raising activities on the fight against racism and xenophobia as a standard practice in ongoing training and teacher development programmes to strengthen teacher attitudes in this area.
- **Proposal 6.10:** Encourage teachers to dialogue on anti-racism and equal opportunities issues and work together to find practical answers.
- **Proposal 6.11:** Promote self-awareness among teachers to increase their awareness of their prejudicial attitudes and unconscious preferences that may be affecting their classroom work.
- **Proposal 6.12:** Teacher assessments should include aspects related to cultural and ethnic diversity to encourage responsible change.
- **Proposal 6.13:** Disseminate successful training practices among teachers through specific training or through their participation in forums in which teaching staffs from different administrations and/or countries participate.



The participatory methodology has proved to have specific strength within the European training activities analysed. However, the incorporation of this strategy requires specific conditions.

- **Proposal 7: Incorporate an andragogic approach in adult education, which implies participation, horizontality and flexibility in the dynamics of training activities.**

The following guidelines may be useful in training development:

- **Proposal 7.1:** Indicate some basic rules that help to create a comfortable and peaceful environment.
- **Proposal 7.2:** Explain the contents of the session and define the results that are expected to be achieved in the available time.
- **Proposal 7.3:** Clarify the structure of the session and the duration of the activities.
- **Proposal 7.4:** Include an “icebreaker” that favours communication with the teaching staff.
- **Proposal 7.5:** Ensure that the participation of people from different levels in the hierarchies of public administration and gender do not interfere with the attendees’ ability to communicate. Everyone should have the opportunity to express and share their views.
- **Proposal 7.6:** Encourage openness, confidentiality, and critical thinking.
- **Proposal 7.7:** Encourage respect for the diversity of people and opinions.
- **Proposal 7.8:** Prevent the group from moving away from the main topic and task, ensuring the proper use of time.
- **Proposal 7.9:** In case of conflict, try to maintain control of the situation, avoiding taking sides and practising active listening. Ensure that problems are personalised by inviting all students to express their point of view, focusing on attitudes and behaviour, not on people. Try to take a break to give people time to calm down and remember the basic rules.
- **Proposal 7.10:** Emphasise the use of inclusive and respectful language in the classroom.
- **Proposal 7.11:** The use in class of experiential exercises such as role-playing of ethnic and cultural conflicts and resolution of ethical dilemmas related to discrimination and intolerance.
- **Proposal 7.12:** Create opportunities for cooperative learning that facilitate intergroup contact.
- **Proposal 7.13:** Set aside time in the design of the training activity for debate and discussion.
- **Proposal 7.14:** Confront and change discriminatory behaviours and comments if they occur in the classroom, when they occur, without letting them pass as if they were not a problem.

The use of self-made teaching resources is also a characteristic of the most successful training activities.

- **Proposal 8: The development of one’s teaching resources ensures that the materials are appropriate to the identified needs of the public officials.**

Regarding its development, we recommend:

- **Proposal 8.1:** Ensure that the language of the materials used in class, such as training manuals, presentations and/or recommended readings, are written using non-sexist and inclusive language, with no trace of racism and xenophobia.
- **Proposal 8.2:** Texts should highlight the value of diversity and show positive contributions of members of vulnerable groups in Moroccan society.

Regarding the dissemination, we recommend:

- **Proposal 8.3:** Administrations can, by creating their training resources and sharing them with society as a whole, act as models for the rest of the community, becoming a point of reference if they manage their reputation adequately.



- **Proposal 8.4:** In cases where the content is sensitive and therefore cannot be shared indiscriminately, the materials should be available through an intranet or through a loan system that guarantees the appropriate use of the contents.

Finally, any training activity requires an evaluation of its impact. The assessment of the training activity can serve diverse addressees, such as a committee that evaluates the quality of the taken actions, those responsible for the design of the actions and formative plans, the teachers responsible for the training plan or external quality and accreditation agencies.

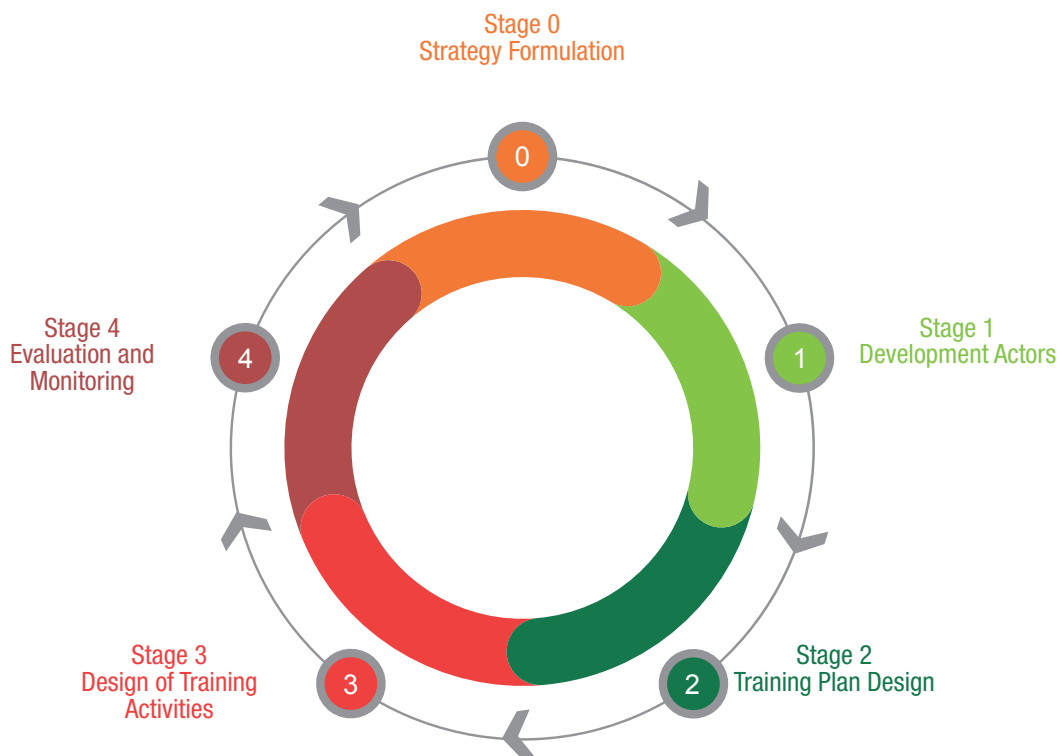
- **Proposal 9: Combine internal evaluations of the teaching activities through the acquisition of content and the satisfaction of those attending and external assessments of training plans.**

Following the results achieved in the analyses carried out in the European training activities, we recommend:

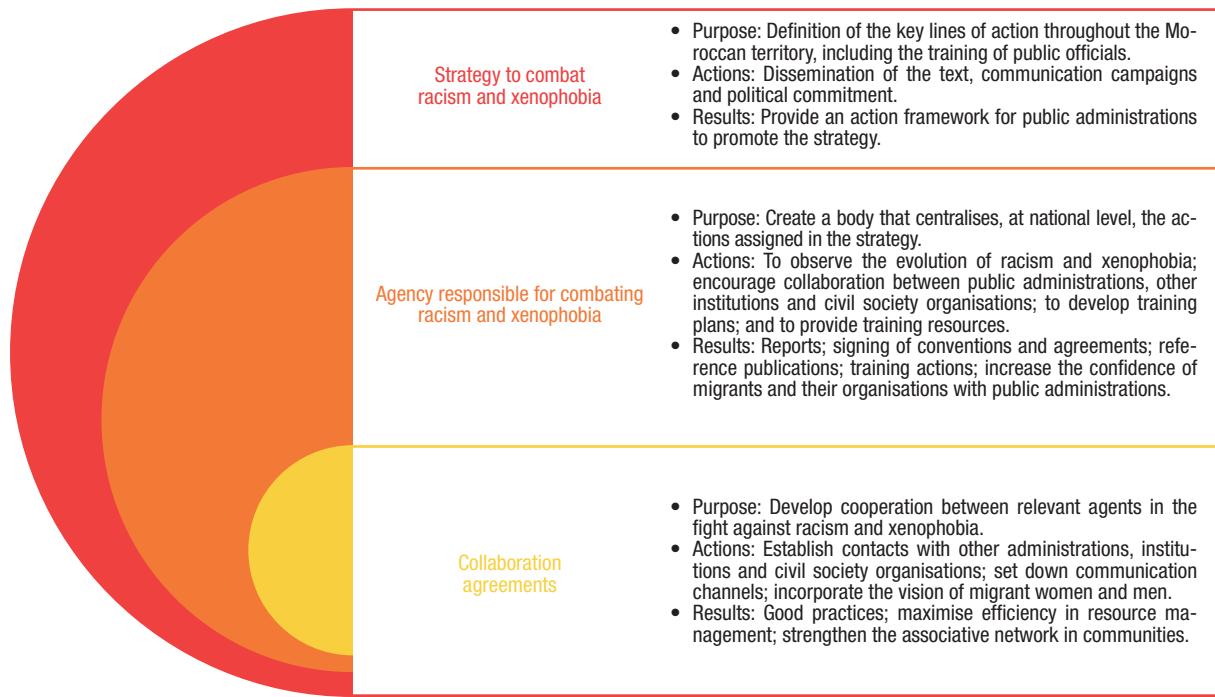
- **Proposal 9.1:** Regarding the evaluation of the contents acquired in training, we recommend implementing a system to evaluate their impact, for example, by obtaining community feedback when the training is completed, the skills acquired by those attending the training, the feedback of the direct supervisors of those attending the training or the analysis of the evolution of work results.
- **Proposal 9.2:** Content assessment through an examination or work carried out during training should be restricted to formal education courses or associated with a specific scale within organisations.
- **Proposal 9.3:** We recommend that if satisfaction is assessed, it should be done immediately after the activity, and this should include a variety of aspects such as content, methodology, resources, organisation and teaching.
- **Proposal 9.4:** We should avoid the exclusive use of closed-ended questionnaires, and it is desirable to include open-ended questions that allow the free expression of participants.
- **Proposal 9.5:** We recommend publishing the course evaluations and the existence of a quality commission that defines appropriate corrective actions and assigns responsibility for their execution to improve practices in the future and to create confidence among the staff of the different administrative bodies.
- **Proposal 9.6:** Whenever possible, and especially in outsourced training, we recommend using an external evaluation, allowing an impartial assessment and collect different opinions linked to the developed training, in addition to the inclusion of observers during the training. In this case, interviews with the teaching staff and participants may be included, and the analysis of the resources and the produced documentation are practices usually developed by external consultants.
- **Proposal 9.7:** In the case of training provided by the Public Administration regularly, using an accreditation system of the training given may be a good alternative to hiring external quality assessment consultants.

4. ROADMAP PROPOSAL

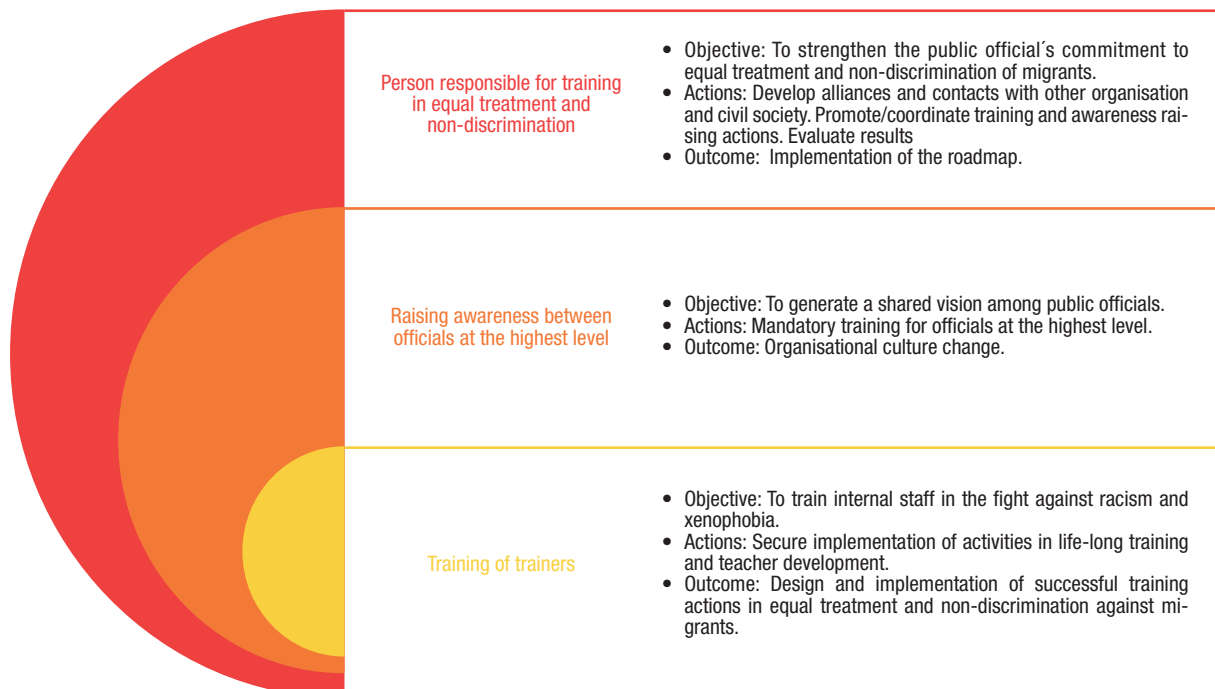
Set out below are sequence production steps of the actions that need to be developed in order to implement a training plan to combat racism and xenophobia for Moroccan officials following the proposals made as a part of the analysis of European training actions in this area carried out in Spain, Lithuania, Ireland and Romania.



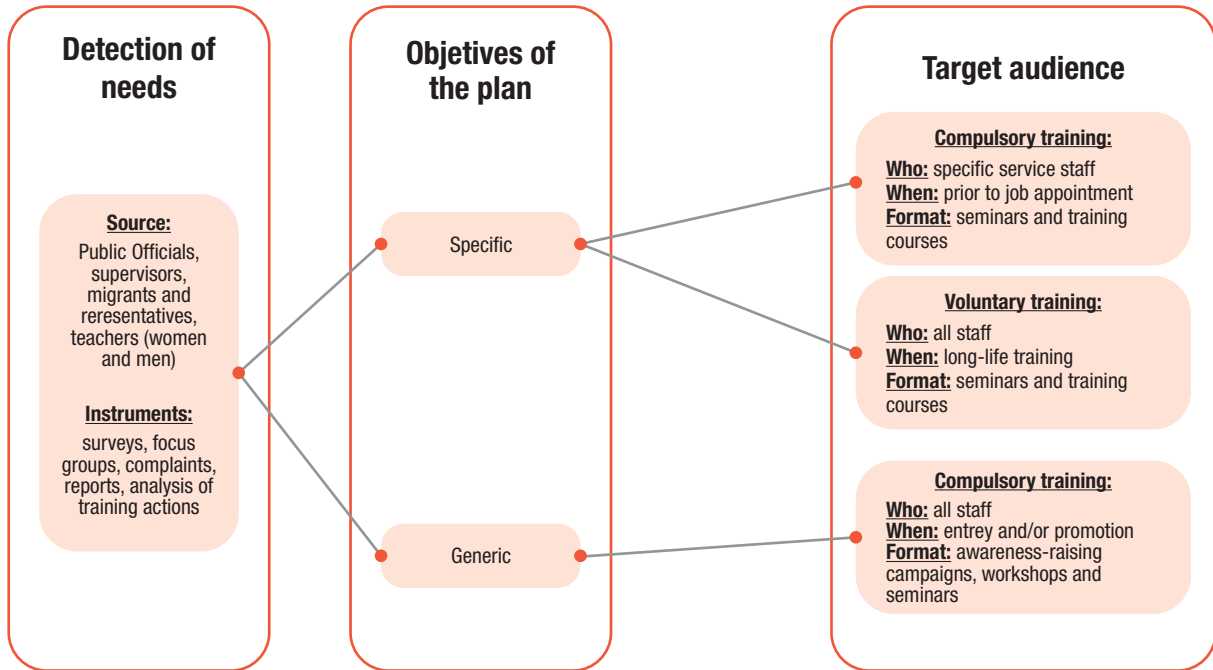
Stage 0: Strategy Formulation



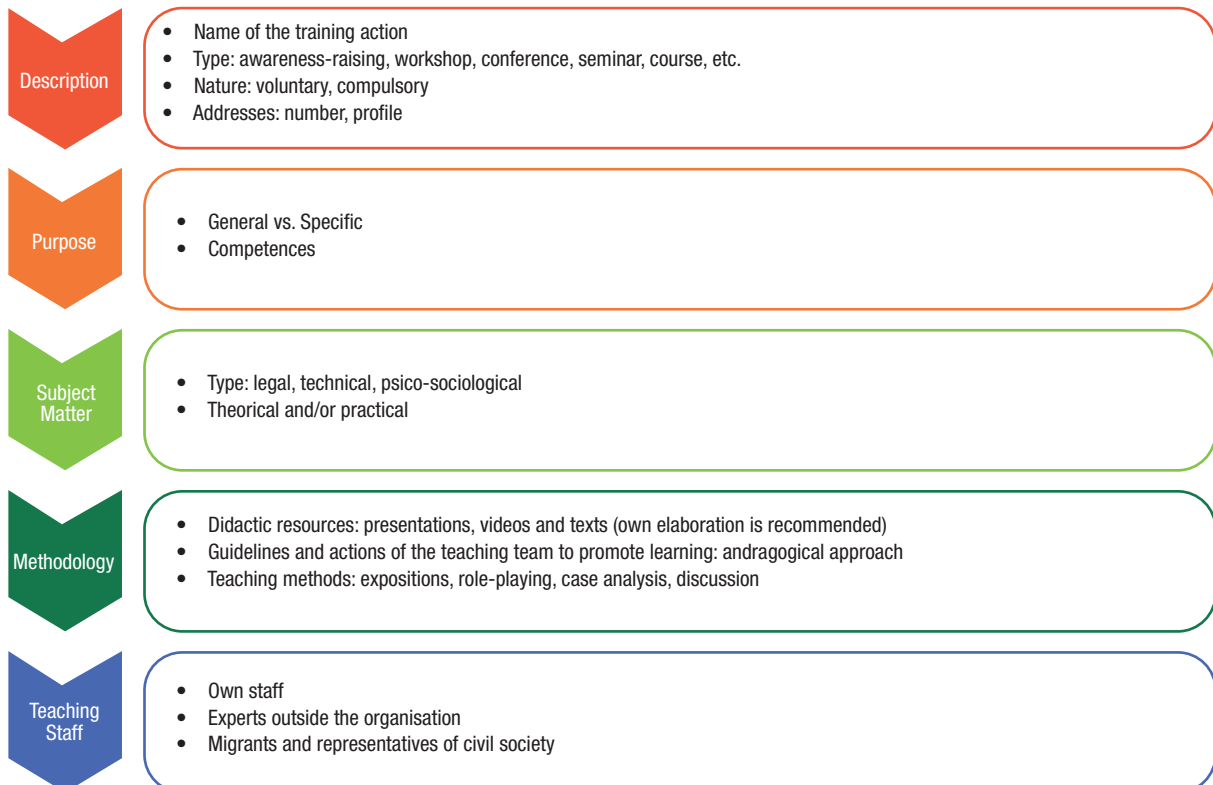
Stage 1: Development Actors



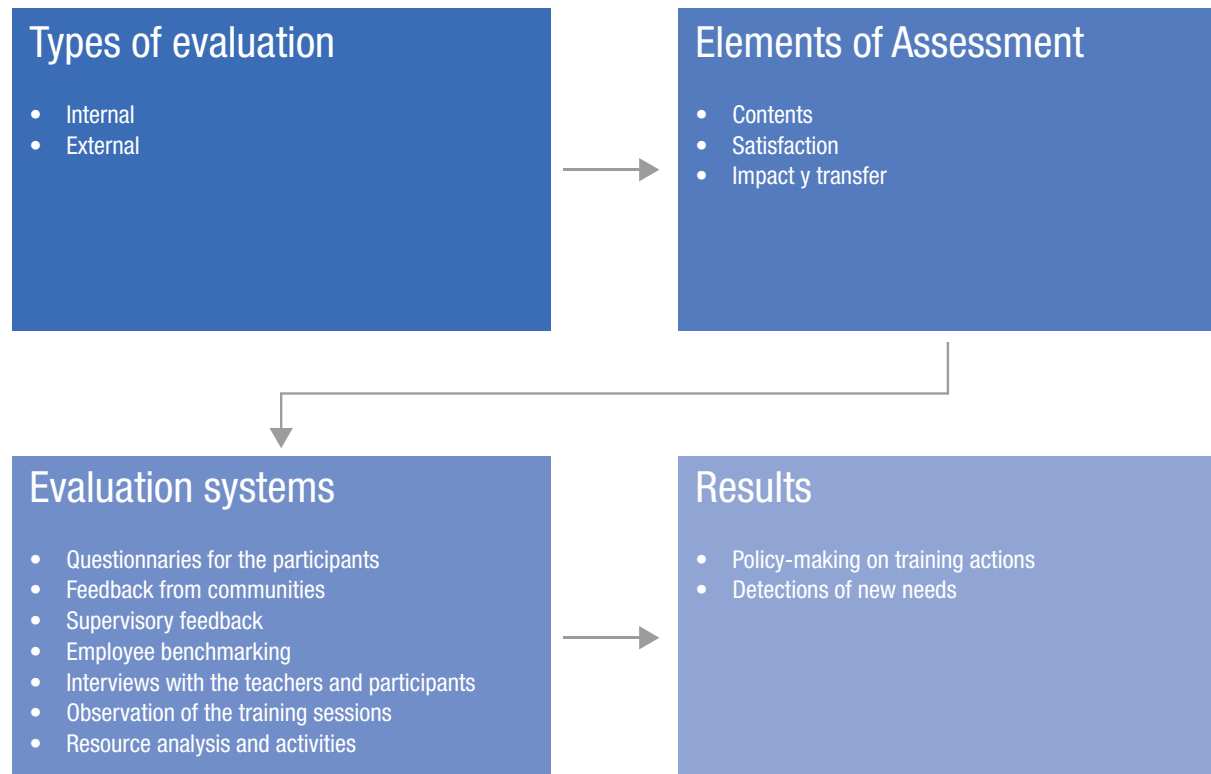
Stage 2: Training Plan Design



Stage 3: Design of Training Activities



Stage 4: Evaluation and Monitoring





The project “Living together without discrimination: a rights-based approach including gender dimension”, is implemented through delegated cooperation of the European Union to the Spanish Agency for International Development Cooperation (AECID) (lead partner) and the International and Ibero-American Foundation for Administration and Public Policies (FIAPP) (co-delegate), with the technical support from the Spanish Observatory on Racism and Xenophobia (OBERAXE), which is part of State Secretariat for Migrations of the Ministry of Inclusion, Social Security and Migrations from Spain. The National Human Rights Council (CNDH) of Morocco and the Ministry delegate to the Minister of Foreign Affairs, African Cooperation and Moroccan living Abroad, in charge of Moroccans residing Abroad (MDCMRE) participate in this project as main partners.



Partners:

