

# LOCAL ACTION PLAN:

ADDRESSED TO LOCAL  
AUTHORITIES AND PROXIMITY  
POLICE FOR TACKLING  
RACISM, XENOPHOBIA  
AND OTHER FORMS OF  
INTOLERANCE

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Co-funded by the Rights, Equality  
and Citizenship (REC) Programme  
of the European Union



PROXIMITY POLICING AGAINST  
RACISM, XENOPHOBIA AND OTHER  
FORMS OF INTOLERANCE

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**Coordination:**

Spanish Observatory on Racism and Xenophobia (OBERAXE). Directorate-General for Integration and Humanitarian Assistance. Secretariat-General of Immigration and Emigration. Secretariat of State for Migration. Ministry of Labour, Migration and Social Security.



Catalogue of publications of the General State Administration  
<https://cpage.mpr.gob.es>

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Edited and distributed by: Spanish Observatory on Racism and Xenophobia

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NIPO PDF: 854-19-080-4

"This publication was made possible thanks to the financial support of the Rights, Equality and Citizenship programme of the European Union. The content of this publication is the exclusive responsibility of the PROXIMITY PROJECT PARTNERS and can in no way be taken as a reflection of the opinions of the European Commission."

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# 1.

## INTRODUCTION

Hate crime or incidents, for many people can be a daily occurrence, especially if you belong to a visible marginalized minority. The strategies, which people use to avoid becoming a victim of hate crime, can include changing their daily routines, changing their appearance, avoiding public places and minimizing their social contacts and can eventually lead to social exclusion. The fear of hate crime therefore limits their ability to participate fully in society. Hate crime is a discriminatory act – **it is a bias motivated crime targeted against someone because of their identity.**

Hate crimes are an expression of animosity toward an entire social group. The impact of a hate crime has a disproportionate impact not only on the individual, but also on the larger group that the victim presumably belongs to. The underlying intent of hate crime is to intimidate and subordinate both the victim and the entire community. They are signal crimes' or 'message crimes' that signal that the community of which the victim is a member is different and not accepted. Hate crimes are an attack on protected characteristics or an attack on an intrinsic part of who the individual is such as disability, race, religion or belief, sexual orientation or gender identity. These protected characteristics vary between EU member states.

Contemporary forms of racism, xenophobia and other forms of intolerance and discrimination are complex and on the rise, posing a serious threat to social cohesion. In Europe, these issues increasingly lie at the heart of political and social concerns. Faced with persistent expressions of racism and xenophobia, the European Union, for several years now, has been taking action to combat these trends.

While it is impossible to make an exhaustive inventory of the situation and list all the problems observed, we can outline a few general circumstances where racism, xenophobia and other forms of intolerance based on protected characteristics occur.

**Day-to-day racism and discrimination** against members of Roma communities; hostile attitudes towards and stigmatization of migrants, refugees and asylum-seekers; increasingly widespread anti-Semitic incidents; intensification of expressions of Islamophobia and Afro-phobia; use of racist, anti-Semitic and xenophobic arguments in

political discourse; transphobia and homophobia in the form of hostile attitudes and hate crimes towards LGBTIQ persons, and a negative climate in public opinion, which plays a crucial part in the emergence of expressions of racism, xenophobia and other forms of intolerance in society. These trends in human rights violations, vary in scale from one country to another, but are significant enough to be of concern.

**Structural racism and discrimination** happens in different areas of life, such as discrimination in the labour market, education, housing and access to social services. Structural racism or institutional racism happens within and between institutions and societal structures and manifests as discriminatory treatment, unfair policies and inequitable opportunities and impacts based on protected characteristics. These inequities can be produced and perpetuated by institutions, such as labor market, education sector, housing and services such as healthcare or social services. Structural racism and discrimination prevents marginalized groups from advancing on the societal ladder and more importantly from enjoying their fundamental rights to the full.

The aim of this guidebook is to provide local actors and the proximity police with the knowledge and helpful tools to strengthen their role in the fight against Racism, Xenophobia and other forms of intolerance as well as to give proximity police and local actors information about victims' rights.

This guidebook is intended to be a functional and easy-to-use resource to help stakeholders to operationalise the combat against racism, xenophobia and other forms of intolerance at the local level with the help of information, frameworks, checklists, exercises and case examples. The views in the guidebook are views of the consortium of the Proximity Project.

#### **PURPOSE OF THE PROTOCOL/ACTION PLAN IS:**

- To raise awareness among local actors, especially proximity police, about hate crimes and specifically racism, xenophobia and other forms of intolerance and their prevention.
- Present good/promising practices that have already been used in the project partner countries to develop action at Local level.
- To involve local actors in addressing the general challenges and providing well-defined guidance on how to solve problems and improve the operation that could possibly be exploited in their context.
- To raise awareness about victims' rights amongst proximity police and local actors.

#### **TARGET GROUP**

- Proximity police.
- Representatives of NGOs, victim support groups, anti-racism/discrimination NGO's, migrant rights groups, social service providers and local migrant community organisations.
- Mayors, policy makers and decision-makers.
- Top management of sectoral branches, such as social and health services.
- Individual employees working in these organisations.

# 2.

## IDENTIFYING HATE CRIME

### A. UNDERSTANDING BIAS OR MOTIVATIONAL INDICATORS:

Bias indicators are useful for proximity police, prosecutors, NGOs and other local actors to analyse whether a reported crime might be a hate crime.

**CRIMES MOTIVATED BY INTOLERANCE TOWARDS CERTAIN GROUPS IN SOCIETY ARE DESCRIBED AS HATE CRIMES. HATE CRIMES CONSIST OF TWO ELEMENTS:**

- The act must first be a crime under the **Criminal Code**.
- The crime must have been committed with a **bias motivation**.

**'BIAS MOTIVATION' MEANS THAT THE PERPETRATOR CHOSE THE TARGET OF THE CRIME BASED ON PROTECTED CHARACTERISTICS.**

- The target may be a person, people or property associated with a group that shares a protected characteristic.
- A protected characteristic is a fundamental or core characteristic shared by a group, such as "race", religion, ethnicity, language or sexual orientation.

**CRIME + BIAS MOTIVATION = HATE CRIME**

*Office for Democratic Institutions and Human Rights (ODIHR)*

A hate crime does not require that the perpetrator feels hate. Instead, it requires only that the crime is committed out of bias motivation. Bias means that a person holds prejudiced ideas about a person or a group. Since hate crimes are committed because of what the targeted person, people or property represent, the perpetrator may have no feelings at all about an individual victim.

Once police and prosecutors have identified bias indicators, they should use them as red flags to guide the investigation.

Here are some of the bias indicators to consider when identifying potential hate crimes:

- *Statements made by the suspect* – Bias statements alone should not be used to classify an offense as a hate crime. It is important that investigators consider the motivation behind bias statements and how these statements, in conjunction with other factors, define the events of an incident.
- *The display of offensive symbols or words* - A Swastika, a noose, and identity-oriented graffiti indicate possible bias-motivation.
- *Patterns of victimization* – Are certain individuals or groups repeatedly targeted by a suspect?
- *Date, time, and circumstances* – Does an incident occur on a religious holiday, or at an event involving a group of people affiliated by one of the protected characteristics for example a Pride parade?

Consideration should be given to the law in member states when determining whether a hate crime has occurred as specific legislation may exist in relation to speech and public order. For example, in the UK it is not left to the police and prosecutors alone to decide whether a crime is a hate crime. They must record an incident as a hate crime if anyone including the victim perceives it to be one. Bias statements alone can be used to classify an offence as hate crime incident if the words in that context amount to a crime.

## **B. WHY HATE CRIMES SHOULD BE TREATED DIFFERENTLY THAN OTHER CRIMES?<sup>1</sup>**

*Hate crimes tend to increase:* Because perpetrators feel they are acting on behalf of their community, they feel morally justified in their acts. If that community does not effectively punish and repudiate hate crimes, these and other potential perpetrators are encouraged to continue their activities, and the number of hate crimes will increase.

*Hate crimes tend to escalate:* Offenders who start by committing minor crimes often go on to commit increasingly violent acts if they are not caught and stopped. Therefore, even minor offences committed with bias motivation are dangerous and require firm responses.

*Hate crimes tend to spiral:* If victims and their communities feel unsafe and unprotected by state authorities, they are likely to retaliate against members of the community that is blamed for attacking them. This can lead to further attacks, creating a spiral of violence that leads to serious social breakdown. In countries with a history of ethnic conflict, this is a particularly prominent phenomenon.

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<sup>1</sup> Manual on joint hate crime training for police and prosecutors <https://www.osce.org/odihr/402296?download=true>



*Victims suffer emotional and psychological consequences:* Most victims of violence suffer some post victimisation impact. Sometimes there is physical injury. Sometimes, there are behavioural changes. In the case of hate violence, however, there is evidence to show specifically that the socio-emotional and psychological distress suffered can potentially be greater.<sup>2</sup>

## C. WHO CAN BE THE PERPETRATOR OF A HATE CRIME?

In principle, anyone can become a hate crime offender, as it is possible for any individual to develop hatred or biases toward others. However according to a study by McDevitt, Levin and Bennett's (2002) there is a common typology of hate crime offenders<sup>3</sup>. In the overview, the study identifies four broad categories of hate crime offenders

- 1 thrill offenders - those who commit their crimes for the excitement or the thrill
- 2 defensive offenders - those who view themselves as defending their 'turf'
- 3 mission offenders - those whose life's mission is to rid the world of groups they consider evil or inferior
- 4 retaliatory offenders - those who engage in retaliatory violence in the belief that by doing so, just desserts is served.

According to research commissioned by the Welsh Government in 2013<sup>4</sup> to explore and assess what is known about the perpetrators of hate crimes and their motivations, the study found that contrary to common belief, most hate crimes are not committed by people who belong to organized hate groups, but might rather be perpetrated by individuals who are considered to be "average" teenagers or young adults. In fact, the study indicates that the most common profile of a hate crime perpetrator is a young, white male, who perpetrates with a small group of individuals, has had little previous contact with the criminal justice system, and is not a member of an organised hate group. However, this varies from country to country.

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2 cf. Ehrlich et al., 1994; Herek et al., 1999; Iganski 2008; Iganski & Lagou 2015; McDevitt et al., 2001

3 <https://jacklevinsonviolence.com/articles/HateCrimesencyc92206FINAL.pdf>

4 <https://orca.cf.ac.uk/58880/1/understanding-who-commits-hate-crime-and-why-they-do-it-en.pdf>

## D. SITUATIONAL FACTORS ASSOCIATED WITH HATE CRIME

There may be situational factors that influence, interact and affect the occurrence and the brutality of hate crime. The following examples vary from country to country.

### HATE CRIME IS OFTEN CONDUCTED IN SMALL GROUPS:

According to a report on the cause and motivations of hate crimes by the UK's Equality and Human Rights Commission<sup>5</sup>, hate crimes are usually not committed by lone offenders, or by members of organized hate groups, but rather by small groups of friends. The same research also indicates that most hate crime offenders do not have a history of being hate crime perpetrators and that the motivation for hate crime could be influenced by peer pressure related group dynamics. Firstly, engaging in a group assault enables diffusion of responsibility, meaning that acting in a group allows each individual to "blame" the others and not take full responsibility for their actions. It allows or the illusion of anonymity. Second, since hate crime offenders are typologically young males, there is a likelihood that male bravado and the will to attempt to impress other group members plays a part.

### THE VICTIM IS MOST OFTEN A STRANGER

The severity of the brutality of hate crime is affected by the fact that more often than not the victims are strangers to the offender. Psychologically it is easier to dehumanize a victim that is not familiar, which in turn increases the likelihood that the victim will be dehumanized and hurt significantly more.

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<sup>5</sup> <https://www.equalityhumanrights.com/sites/default/files/research-report-102-causes-and-motivations-of-hate-crime.pdf>

# 3.

## LEGAL FRAMEWORK

Numerous international treaties, national as well as EU legislation exist in order to protect human rights and enforce non-discrimination. A summary of the common legal framework on human rights and the grounds covered by anti-discrimination laws in all countries involved in the Proximity Project can be found in the PROXIMITY –project deliverable in WS 1 **COMPARATIVE STUDY ON BEST PRACTICES –report** p.15-20.

Certain member states may have specific legislation that deals with specific Hate Crime offences.

MINISTERIO DE TRABAJO, MIGRACIONES Y SEGURIDAD SOCIAL

# 4.

## PARTNERSHIP FRAMEWORK, COORDINATION BETWEEN SERVICES AND ACTION PLANS

The police cannot tackle hate crime alone. Good coordination between the police, Municipal governments, NGO's and other local stakeholders/actors is essential for effective coordinated action at the local level. In order to effectively involve local actors in addressing the general challenges and in order to solve problems in local communities, coordination should go beyond existing networks. Strong partnership structures need to be developed.

Partnership working is a critical part of any community policing or proximity policing programme and such structures are essential when tackling hate, racism, and xenophobia. In respect of the police and key local institutions that partnership working needs to take place at the strategic, tactical and operational levels.

All major towns and cities in the United Kingdom have Safer Community Partnerships led by the police and the local council that bring together stakeholders and other partners in the district (See Bradford Crime Alliance- model).

Partnership arrangements may differ from country to country and within different localities and all such arrangements need to be suitable for what is taking place on the ground. However, there are some transferable tools and general approaches that are necessary for building good partnership structures to tackle Hate Crime.

The tools and approaches that follow are transferable and universal. They can be applied to a greater or lesser extent anywhere depending on the local situation in the relevant country.

## A. ORGANISATIONAL COMMITMENT

The first question to consider is whether a local or regional referral mechanism exists: a co-operative framework through which proximity police and local authorities fulfil their obligations to identify, protect and assist victims of racism, hate crimes and xenophobia in a particular municipality or locality? If the answer is no, and there is organisational commitment to tackle hate crime, then such a structure should be put in place.

In order for an effective partnership framework to exist, there needs to be commitment to tackling hate crime by all partners who have a role in providing support to victims of hate crime or who deal with the perpetrators of Hate Crime. This is particularly relevant for the police, Proximity police, Prosecutors, Mayors, policy makers and decision-makers and top management of sectoral organisations, such as social and health services.

Commitment needs to start at the very top and run down through every organisation like a golden thread. Especially inside large public sector organisations, this commitment needs to be in place at three different organisational levels:

- Strategic Level
- Tactical Level
- Operational Level

### *Strategic Level*

Organisational commitment needs to be visible at the very top. At the strategic level there needs to be a joined up strategic partnership approaches. There needs to be a commitment to race and diversity and to tackling all kinds of hate, racism, and xenophobia. Policies and strategies need to be in place within the organisation that reflect this commitment.

### *Tactical Level*

The development of partnership working between the police, statutory partners (local government), NGO organisations and the local community is essential. This will require good action planning and tools to coordinate joint action. Including agreement on sharing information and common reporting processes and procedures.

### *Operational Level*

In the prevention of racist, xenophobic and other forms of intolerance, effective systems and procedures need to be in place for monitoring, recording and tackling hate incidents. Together with effective partnership working, police community scrutiny panels, community advocacy programmes, community intelligence and a host of other operational command tools.

### CHECKLIST FOR ESTABLISHING HATE CRIME PARTNERSHIP STRUCTURES

- Is the local hate crime prevention work coordinated with other services (prosecution, police courts and other law enforcement officials)? In what way?
- Map out services available for (potential) victims of racism, xenophobia and hate crimes within the municipality and actors providing these services (referral to health care services, counselling and other support services). Should other actors be involved? How could these services be improved?
- Is the protection and rehabilitation system tailored to the needs of different groups of victims of racism and xenophobia and/or people with multiple oppressed identities (Ethnic and religious minorities, LGBTIQ, Roma, disabled, elderly)?
- Does coordination with civil society take into account especially affected communities? Since hate crime affects not only the victim but the whole collective, community or affinity group to which the victim belongs to.

### STEPS FOR SETTING UP LOCAL HATE CRIME PARTNERSHIP STRUCTURES

The most important action to take is establishing a structure or a local/regional referral mechanism – a co-operative framework through which proximity police and local authorities fulfil their obligations to identify, protect and assist victims of racism, hate crimes and xenophobia. The proximity Police or a municipality level actor should call relevant stakeholders together to set up regional or local referral structure. Make sure all key parties whose work intersects with the goals of the network are included. As a general rule, the broader and more inclusive the coalition, the greater is the potential impact.

- Decide on structure of a network ► operating principles
- Decide on network coordinator ► which instance calls antenna network together when needed?
- Decide on shared values and commitment to the problem ► charter
- Decide on common systems, procedures and processes
- Joint action strategy for 2-4 years
- Decide on governance of network: How are decisions made? How are leadership responsibilities assigned and shared?
- Roles and responsibilities

## **B. COMMITMENT BY ALL STAKEHOLDERS TO A COMMON PURPOSE AND SHARED VALUES**

A public commitment by all stakeholders to tackle hate crime locally should be put in place. It should outline how the strategic goals of the partnership will be achieved.

All stakeholders including proximity police, prosecutors, mayors, policy makers and decision-makers, top management of sectoral branches, such as social and health services, NGO organisations, community organisations, communities of interest and minority advocacy organisations should be involved in making this public commitment.

This commitment to a common purpose, shared values, and support for victims and prosecution of offenders can be demonstrated by the signing of a public declaration or charter. It represents a symbolic and practical public declaration that sends out a powerful message that hate crime will not be tolerated and that action will be taken against perpetrators.

## **C. JOINT STRATEGY**

Commitment to tackling hate crime needs to be followed by a joined up strategic approach led by the police and the municipality together with other key stakeholders. Such a strategy needs to outline key priorities and objectives with a plan of action outlining activities that will deliver the intended outcomes and provide support to victims and deal effectively with perpetrators.

## **D. VICTIM CENTRED APPROACH**

The victim-centred approach plays a critical role in supporting hate crime victims' rights, dignity, autonomy and self-determination. The proximity police and other local actors and service providers in the regional referral service are crucial to the provision of a comprehensive and victim-centred response to hate crime. A comprehensive effort should include organisations with expertise in reaching targeted populations in culturally sensitive and linguistically correct ways, as well as those with expertise in trauma, emotional bonding, climate of fear, and other circumstances.

In all cases, the proximity police should explain to the victim how the police will respond and what will happen next. An officer should attend any reported hate crime to provide reassurance and immediate support to the victim. The victim should be calmed, reassured and dealt with in a courteous manner that underpins the basic principles of support and sensitivity.

Even though some police officers and staff may have the skills, knowledge or experience to assist hate crime victims, the external partners in the referral service may be required to provide a service which meets the victim's needs. Here are two approaches that can be useful to the proximity police and other local authorities in the combat against racism, xenophobia and other forms of intolerance, restorative justice and mediation.

### **Mediation**

Proximity police play an important role in restorative justice both in terms of delivery and the provision of information on victims. Quality in restorative justice delivery is essential to provide the best possible chances of a successful outcome, to safeguard the wellbeing of participants and to build public confidence. The approach can help officers in dealing with low level offending more effectively. Restorative justice and mediation supports the proximity police in trust building processes with communities.

The end goal of mediation is to shift the perspectives of the parties involved away from the conflict situation to enabling the parties to reach a resolution to the problem. The emphasis is on empowering the individuals to resolve the problem and it is future focused; with a view to the parties, being able to continue to work together. Mediation is a facilitated dialogue, mostly used where people are in conflict. The main difference to restorative justice is there does not need to be a distinct harmer and harmed person or "victim" and "offender" when using mediation. In combating racism, xenophobia and other forms of intolerance, mediation can be a very useful proactive tool at the local level between different groups i.e. prevention work, anti-social behaviour, neighbour disputes, schools etc. The strength of mediation lies in the parties co-operating in joint problem solving to find a way forward, which addresses the needs and concerns of both parties.

### **Restorative justice**

Restorative justice brings together both victims and the perpetrators of hate crime or a conflict. It enables everyone affected by a particular incident to play a part in restoring the harm and finding a positive way forward. Restorative practice can be used in prevention of conflict, building relationships and repairing harm by enabling people to communicate effectively and constructively. Restorative practice is increasingly being used in schools, children's services, workplaces, hospitals, communities and the criminal justice system. The main goal of restorative justice is to:

- Give victims the opportunity to tell offenders the real impact of their crime, get answers to their questions and get an apology.
- Hold offenders accountable for their actions. It helps offenders understand the real impact, take responsibility, and make amends.

Restorative justice can be empowering to the victim and give them a sense of having a voice. The sense of empowerment is especially important since hate crime is known to have a greater impact on victims than other crime. A hate crime is an attack on the identity of a



person, which more likely can cause mental health problems such as anxiety and depression. Restorative justice gives the victim an active role in dealing with the offence and helps in making an informed choice about recovery.

Restorative justice can be a helpful tool in preventing perpetrators from re-offending. The method invites offenders to come face to face with the consequences of their actions and see the victims as individuals

## E. EFFECTIVE VICTIM SUPPORT

Good and effective support to victims of hate crime is essential by both the police and other organisations. If, as victims of hate crimes or incidents, individuals experience indifference or rejection from the police this in effect victimises them a second time. It is the responsibility of the police and partnership agencies to manage the interaction to ensure that the victim does not get re-victimised. A key role of other hate crime victim support services is to advocate on behalf of those who have suffered hate crime and provide assistance, advice and support. Hate crime caseworkers across Europe recognize that operating from a victim's perspective means that:

- They believe and validate the experiences of victims
- They take a non-judgmental approach
- Take immediate action to support the victim and respond to the complaint
- Provide emotional support
- Offer representation, advice and signposting to other services
- Refer to specialist support services for psychological and emotional support
- Problem solve with the client to produce realistic actions and agreements.

## F. COMMON REPORTING PROCEDURES AND PROCESSES. DEVELOPING DIFFERENT PATHWAYS TO REPORTING HATE CRIME

It is essential that different pathways to reporting hate crime are developed. Victims of hate crime do not always feel confident or comfortable about reporting to the police. Third party reporting centres should be established in local communities. Local NGO's or other community groups should take a role in setting up such structures with the support of the Proximity police. Third party reporting centres' are another way in which victims can report hate crime in addition to the option of reporting at the local police station.

In order to support such initiatives, common reporting forms and procedures must be developed so that the third-party reporting forms contain all the information required by the police. For this to work successfully good networks, protocols and working across silos will be required.

Other reporting pathways include:

- 24 hotline telephone numbers for reporting hate crime
- Online reporting to the police and NGO organisations
- Third Party reporting centres
- On line applications

It is important to communicate the different pathways of reporting to larger or targeted audiences. This should be done by using campaigns or other means of awareness raising in order to ensure that the multiple ways of reporting are visible and accessible.

## **G. DEVELOPMENT OF GOOD COMMUNITY RELATIONS AND BUILDING TRUST AND CONFIDENCE BY THE POLICE**

One of the foundations of any partnership or coordinated action to tackle hate crime is the existence of good community relations between different communities and those communities and the police. Likewise, other institutions and local actors also have a responsibility to build and promote good relations between themselves and local communities.

An important element of any proximity policing programme is the need to go beyond a high visibility presence and patrols on the streets, which are in themselves essential.<sup>6</sup> The aim to build 'trust and confidence' between the police and the local community requires engagement at every level through both formal (Independent Advisory Groups) and informal (Contact Points, street level engagement) mechanisms. Such engagement must take place 365 days a year. It must be ongoing and long term and not just when the police perceive there are problems. For more information, see chapter 5 Good relations Framework/approach.

\*for trust building tools see p.12 chart 1 for police and p.13 chart 2 for local actors

## **H. LOCAL SCRUTINY PANELS**

The aim of a local scrutiny panel is to ensure accountability of the proximity police. This involves the police and other institutions meeting with NGO's and community members or other stakeholders to measure the performance of the police in investigating hate crimes. The panel chaired by the police meets and chooses a selection of finalised hate crime incidents which are brought to the meeting for discussion to identify whether further action needs be taken by the police. Cases that are still under investigation cannot be chosen by the panel.

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<sup>6</sup> See *The Brixton Disorders 10-12 April 1981: Report of an Inquiry by the Rt. Hon. The Lord Scarman* (London HMSO 1981)

Such panels are dependent on the willingness of the local police to be open, transparent and open to scrutiny by critical friends and partners.

Such panels can be extended to include the effectiveness of prosecutions at the conclusion of the criminal justice process. They are established by the local Prosecutors who share the outcome of trials involving offenders and are useful in showing the effectiveness of the prosecution process. Once again, a willingness to be open and transparent is needed for such arrangement to work and be effective.

## **I. CASEWORK GROUPS AND CRITICAL INCIDENT INTERVENTIONS**

Structures need to be in place that enable stakeholders to come together in order to take effective joint action to deal with difficult and protracted hate crimes. The role of the Proximity police is key in making sure that all stakeholders are involved, and the right level of cooperation is achieved.

In times of critical incidents or high levels of tension, good community relations and cooperation are extremely important. See City of Vantaa, Finland safety plan. See also chapter 5 The Good Relations Framework/Approach. Combined with the ability to monitor and manage community tensions together with the sharing of intelligence and information.

The development of good networks across different silos amongst the stakeholders is also extremely important.

# 5.

## THE GOOD RELATIONS FRAMEWORK/ APPROACH

When the aim is to combat racism, xenophobia and other forms of intolerance, it is necessary for the approach to be twofold. Measures must be taken not only to prevent racism, xenophobia, discrimination and other forms of intolerance, but also to promote equal opportunities, cooperation, positive interaction and attitudes between people with different backgrounds in any given community. This is exactly what the Good Relations Framework provides by setting up a scheme of relevant domains, which can be used to identify possible gaps or areas of concern relating to good relations between different groups on a local level. The framework is useful to governments, governmental authorities, local governments, municipalities and non-governmental organizations in promoting equality and non-discrimination and in preventing exclusion or marginalization. General steps for using the frameworks are as follows:

| STEPS FOR LOCAL ACTORS IN USING GOOD RELATIONS FRAMEWORK            |  |   |  |
|---|--|---|--|
| 1. Define the focus of good relations relevant to the local context | 2. Gather information on good relations at local level | 3. Use well-targeted measures to promote good relations | 4. Evaluate the impact of these measures on good relations |

## A. CONCEPTUALIZATION OF GOOD RELATIONS

The framework was originally developed in the United Kingdom to measure how people experience their lives, specifically in relation to their interactions with each other.<sup>7</sup> The framework can be used to cover variety of different relations e.g. relations regarding ethnicity, religion, age, gender, gender identity, sexual orientation, health, disability, and so on. However it is important to note that people are not only representatives of different population groups, but rather they have multiple different relations through which they are connected to their environment.

The framework consists of four key areas: **attitudes**, **personal security**, **interaction with each other**, and **participation and influence**. These categories can be used to both measure and influence the status of relations between groups. When using the framework it is important to note that these categories are interconnected and have an impact on each other. Therefore, any local initiative or intervention should view the situation through all domains in order to ensure desired outcomes. Furthermore, localities differ from one another by population structure and hence the framework needs to be adjusted to current local needs and challenges at all stages.

**Attitudes** form the foundation for good relations. The way one perceives others or thinks how others perceive them regulates behavior, which in turn has an impact on other domains (safety, interaction and participation).

**Safety**, both psychological and physical, affects the ability or opportunity to interact with each other. For instance, the fear of being discriminated or met with hostility can be a deterring factor for someone to take part in some activities and/or interact with others.

**Positive interaction** promotes understanding towards other and decreases the effects of negative stereotypes and attitudes (the lack of interactions can lead to adverse results).

**Participation** increases when one feels that their environment is safe and they are welcomed to it.

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<sup>7</sup> The framework has subsequently been further developed in *Good Relations* project (2012-2014, coordinated by the Finnish ministry of interior and funded by the EU), in *Trust – Good Relations in Finland* project (2016-2018, coordinated by the Finnish ministry of Justice), and by the British Equality and Human Rights Commission.

## B. MEASURING GOOD RELATIONS

In order to formulate targeted policies, assessment of the local situation between population groups needs to be carried out. Trends and developments over time can be made visible when measurements are done on a regular basis. Measurements can rely on existing sources relevant to good relations or on specific surveys created for these measurements (or both). As an example, The Good Relations project formulated two models for indicators. These models can be adapted to local situations when setting up measurements for good relations between population groups (identifying possible existing data sources and/or drafting new surveys). An overview of the models are as follows:

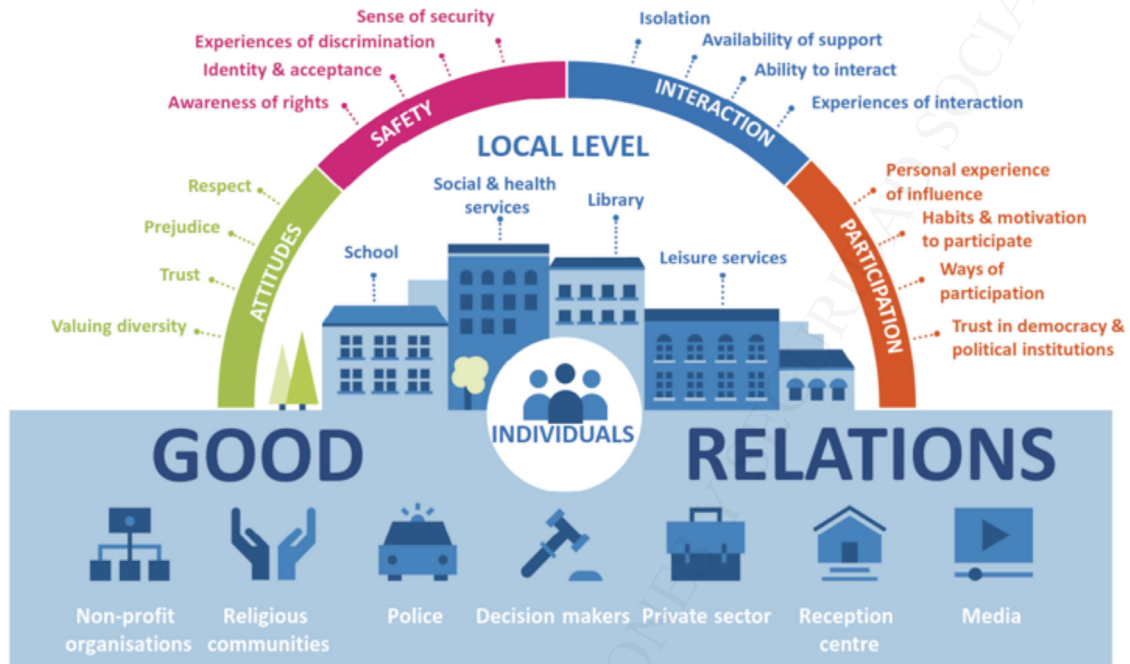
| <b>LOCAL LEVEL INDICATORS FOR GOOD RELATIONS:<br/>SURVEY FOR LOCAL ACTORS DEVELOPED IN<br/>FINLAND</b>   | <b>ANALYSIS TOOL FOR RISK FACTORS<br/>FOR XENOPHOBIC ACTIVITIES DEVELOPED<br/>IN SWEDEN</b>   |
|--|---|
| <p>Includes a broad set of indicators to get an overview of the state and progress of intergroup relations. A specific local level survey can be created and conducted by building on the model's domain-indicator-measurement –framework.</p> <p><i>FOR INDICATORS, SEE ANNEX b</i></p> | <p>Focuses on factors that affect the risk of local level xenophobic acts. The indicators help to focus on factors relevant when combatting xenophobia on a local level. Identification of existing measures and data sources for each local context is important, and the contribution of NGOs and others can be useful.</p> <p><i>FOR INDICATORS, SEE ANNEX c</i></p> |

## C. PROMOTING GOOD RELATIONS

Promoting good relations can focus on one or more domains. Targeted measures should be defined based on the assessment in order to focus on the actual needs of the local community.<sup>8</sup> If possible, research on how different interventions or initiatives actually affect intergroup relations under different conditions can be used in selecting targeted measures. It is also important to identify key target groups and actors to ensure that the actions taken have the desired impact. Target group analysis will identify to whom the actions are aimed at and how the message can be delivered effectively taking into account their needs, interests and values. Certain key actors, e.g. local and regional authorities or political and religious leaders, can play a vital role in promoting good relations and should be taken into account.<sup>9</sup>

<sup>8</sup> Examples of different cross-community methods can be found in Toolkit for promoting good relations – Examples from the Good Relations Project, p.15-31.

<sup>9</sup> Examples on how to identify target groups and key actors can be found here: Toolkit for promoting good relations – Examples from the Good Relations Project, p.10.



Overall view of relevant factors to Good Relations (domains, services, other actors)

## D. IMPACT EVALUATION

Different means can be used to evaluate the outcomes and effectiveness of used interventions/actions. Evaluation process also helps to determine how well targeted participants were reached in any of the chosen actions and how cost beneficial different actions turned out to be. Lessons learned from one round of interventions can be used in refining future measurements or measures<sup>10</sup>.

10 For ideas and tips regarding impact evaluation, see e.g. Toolkit for promoting good relations – Examples from the Good Relations Project, p. 32-34.

# 6.

## TOOLS FOR DEVELOPING PARTNERSHIP NETWORKS IN ORDER TO DEAL EFFECTIVELY WITH HATE CRIME

### A. PROXIMITY POLICE

Good policing requires the Proximity police to work closely with the different groups in a given community. This approach deals with community issues and addresses the concerns of people and other local stakeholders that are involved in a setting every day. It should be an ongoing approach that is used all the time while having an effective critical incident reactive action plan in place for more acute, explosive and eminently violent situations.

Day to day engagement and a crime prevention action plan for hate crime has great significance in the promotion of good relations, by improving sense of security for different population groups and by enhancing trust in police/authorities, and therefore in the society. The focus is on using different methods by the police as part of the community that build good police community relations (with the police seen as part of the community), dismantling the beliefs and attitudes that can lead to discrimination and divisions within society and eventually to hate crime.

Preventive policing reduces violence, enhances networked cooperation and boosts information management. The aim is to have a greater impact in the long term when developing more effective partnerships which result in more effective policing and eventually less crime.

Here is a non-exhaustive list of method and actions that can be taken by the proximity police to proactively work on combatting hate crime.



Chart 1 PROXIMITY POLICE

| METHOD/PROTOCOL  | ACTION & TOOL/S   | EFFECTS ON GOOD RELATIONS OF COMMUNITY             | TIMING     |
|--|---|--|------------|
| INFORMATION GATHERING<br>→ mapping   | <ul style="list-style-type: none"> <li>Using official and unofficial methods to assess the situation in locality.</li> <li>→ understand and map which early warning signs and risk factors for xenophobic activities are present in community.</li> <li>→ community engagement: presence in the community and building relationships with community members and local actors.</li> </ul>  | trust<br>interaction                               | CONTINUOUS |
| ENGAGING WITH EXTERNAL PARTNERS AND STAKEHOLDERS                               | <ul style="list-style-type: none"> <li>Building relationships with the community and partnerships with local organisations.</li> <li>Trust building between police and community (especially marginalised groups: PoC (people of colour) LGBTQ+, disabled, religious minorities, Roma, etc.).</li> <li>Events in community.</li> </ul>  | interaction<br>attitudes<br>participation          |            |
| ESTABLISHING HATE CRIME PARTNERSHIPS AND VICTIM SUPPORT SERVICE CHAIN NETWORKs | <ul style="list-style-type: none"> <li>Building Hate Crime Partnerships and service chain networks for hate crime victims with local actors that are key to hate crime prevention process such as, but not limited to→(increases effectivity and sense of safety for victims)</li> <li>→ proximity police</li> <li>→ victim support organisations</li> <li>→ mental health services</li> <li>→ legal services</li> <li>→ ethnic minority organisations</li> <li>→ reception centres for migrants</li> <li>→ social services</li> <li>→ schools/day-care</li> <li>→ sports clubs</li> <li>→ libraries</li> </ul>               | interaction<br>participation<br>trust              |            |
| AWARENESS RAISING  | <ul style="list-style-type: none"> <li>Identifying, recording and encouraging the reporting of hate crimes;</li> <li>Raising awareness about hate crime                             <ul style="list-style-type: none"> <li>→ how to identify hate crime</li> <li>→ importance of reporting, how to report, where to report, possibility of third-party reporting, equality bodies</li> <li>→ victims' rights, victims support services: psychological, physical</li> <li>→ social media campaign</li> </ul> </li> </ul> <a href="https://www.youtube.com/watch?v=tdUUD7jcMV8">https://www.youtube.com/watch?v=tdUUD7jcMV8</a> | attitudes<br>trust<br>participation<br>interaction |            |
| CAPACITY BUILDING WITHIN POLICE FORCE  | <ol style="list-style-type: none"> <li>Mapping of situation within police force using Good relations Measurement tool (Annex ii)                             <ul style="list-style-type: none"> <li>→ on attitudes/safety/participation/interaction</li> </ul> </li> <li>Trainings for police that support work against hate crime and marginalised communities:                             <ul style="list-style-type: none"> <li>→ training on hate crime</li> <li>→ trainings on anti-racism, LGBTQ+, Multiple discrimination, gender awareness trainings , norm-critical training</li> </ul> </li> </ol>                 | attitudes  |            |

## B. LOCAL ACTORS

The role of local actors in the combat against racism, xenophobia and other forms of intolerance is important. Local actors are in a position to recognise early warning signs, because of proximity to the communities. They are also in position to work closely with communities and raise awareness on hate crime, victims' rights, equality bodies and importance of reporting.

Local actors have an important role in improving good relations and community cohesion. Especially civil society advocacy actors push for:

- People from different backgrounds having similar life opportunities.
- People knowing their rights and responsibilities.
- People trusting one another and trusting local institutions to act fairly.
- A focus on what different groups within communities have in common, alongside a recognition of the value of diversity.

Here is a non-exhaustive list of methods to be used by the local actors to proactively work on combatting hate crime.

Chart 2 LOCAL ACTORS

| METHOD   | ACTION/TOOL/S   | EFFECTS ON GOOD RELATIONS                          | TIMETABLE  |
|--|---|--|------------|
| INFORMATION GATHERING<br>→ mapping   | <ul style="list-style-type: none"> <li>Using official and unofficial methods of “measuring the temperature” or mapping the situation in locality.</li> <li>→ building relationships with other local actors:</li> </ul>   | trust<br>interaction                               | CONTINUOUS |
| TRUST BUILDING/<br>BRIDGING  | <ul style="list-style-type: none"> <li>Building relationships with Proximity police and other local authorities                             <ul style="list-style-type: none"> <li>→ informing police on the organisations role on fighting against hate crime, i.e. how they can support the police</li> <li>→ partnerships with the police, other local organisations and stakeholders</li> <li>→ bridging communities with police and other local authorities (police works FOR the community and CARES about the community)</li> </ul> </li> <li>Organising events with community                             <ul style="list-style-type: none"> <li>→ getting to know each other on a human level</li> </ul> </li> </ul> | interaction<br>attitudes<br>participation          |            |
| ESTABLISHING HATE CRIME PARTNERSHIPS AND VICTIM SUPPORT SERVICE CHAIN NETWORKS | <ul style="list-style-type: none"> <li>Building Hate Crime Partnerships and service chain networks for hate crime victims with local actors that are crucial to the hate crime prevention process such as, but not limited to → ONE-STOP-SHOP (increases effectivity and sense of safety for victims).                             <ul style="list-style-type: none"> <li>→ victim support organisations</li> <li>→ mental health services</li> <li>→ legal services</li> <li>→ ethnic minority organisations</li> <li>→ reception centres for migrants</li> <li>→ social services</li> <li>→ schools/day care</li> <li>→ sports clubs</li> <li>→ libraries</li> </ul> </li> </ul>  | interaction<br>participation<br>trust              |            |
| AWARENESS RAISING IN COMMUNITIES   | <ul style="list-style-type: none"> <li>How to identify hate crime</li> <li>Importance of reporting, how to report, where to report, possibility of third-party reporting</li> <li>Victims’ rights</li> <li>Letting victims know about support services: psychological, physical</li> <li>Training proximity police and other organisations</li> <li>Social media campaigns</li> </ul> <p><a href="https://www.youtube.com/watch?v=tdUUD7jcMV8">https://www.youtube.com/watch?v=tdUUD7jcMV8</a></p>  | attitudes<br>trust<br>participation<br>interaction |            |
| INTROSPECTIVE WORK (Capacity building within organisation)                     | <ol style="list-style-type: none"> <li>Workshop to map good relations in own organisation (Annex ii)</li> <li>Trainings for organisation                             <ul style="list-style-type: none"> <li>→ anti-racism</li> <li>→ institutional racism: making visible how it manifests in the police force and ways to change it</li> <li>→ LGBTIQ+ training</li> <li>→ gender awareness trainings</li> <li>→ norm critical training</li> <li>→ toxic masculinity trainings</li> </ul> </li> </ol>  | attitudes  |            |

# 7.

## CASE EXAMPLES

### A. CASE EXAMPLE: VANTAA, FINLAND

#### REACTIVE ACTION PLAN FOR MAJOR INCIDENTS

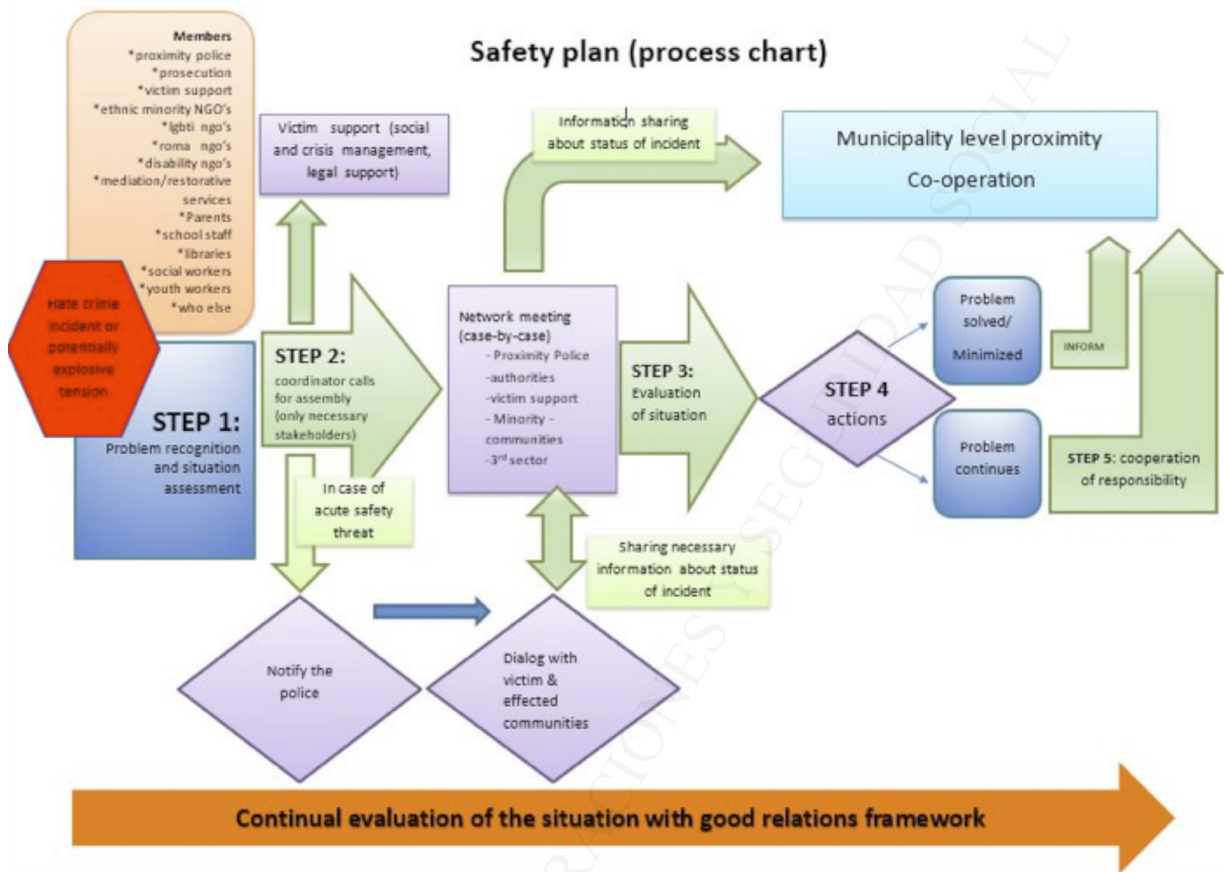
The reactive action plan is a key tool to have in place for when potentially explosive situations occur. Setting up a structure, such as a network, that involves all relevant stakeholders ensures that the prevention of racist, xenophobic and other types of intolerant incidents remain a strategic priority on all levels of a locality. The good relations measurement tool should be used for continual evaluation of the process. The reactive action plan should be centred on the victim and run concurrently with the investigation process and must be completed in respect of each victim<sup>11</sup>.

The reactive action plan lists what steps to take in the hate crime process. It will support both the proximity police and the local actors in:

- optimising the process
- improving victims' rights and victim support
- improving investigative standards
- improving collection of analytical information
- improved victim support
- optimizing communication
- creating stronger network
- optimizing role in network

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<sup>11</sup> <https://www.nipolicingboard.org.uk/sites/nipb/files/media-files/race-hate-crime-summary.PDF>



## Background

Vantaa has rapidly grown to become the most ethnically diverse city in Finland. Vantaa was not prepared for a situation where diverse populations are living together and in the early 2000's, tensions between youth from different ethnic groups in one of the most ethnically diverse parts of the city were rising. This led to the necessity so have a structure in place for major incidents. This reactive action plan is used in conjunction with the city's safety plan. The collaborative model has been developed into a good practice that is still used as a tool to conflate ethnic tensions.

## Realization

Representatives of the various local actors were brought together. The contact person from the city called for assembly. The stakeholders included members from the city, the police, organizations, migrant organizations and volunteers from different ethnic communities with knowledge of mediation and street patrolling.

## Results and effects

The model has worked well in major incidents. The purpose of the model is to help disseminate tensions before they become major incidents. The model provides an operating model in case of major problems. The model is still in use.

## Challenges

The challenge was to create a referral system. Model maintenance requires continuous communication, networking, motivating the network and other actions. If resources are not set aside for the maintenance of the model or process, it can be challenging to maintain.

## Effects on safety

The collaborative model improves both the management of ethnic relations and the willingness to respond to wider crises.

## Lessons learned

There is power in cooperation. The co-operation between the police and the City of Vantaa in diversity matters is exceptionally good. Vantaa's vibrant migrant communities enable co-operation between the city and the ethnic minority organizations.

## SAFETY PLAN (PROCESS CHART)

### STEP 1: PROBLEM RECOGNITION

- Situation assessment is done based on the incident and its severity, the effects on victim and community.
- Information gathering through stakeholders network.
- Communication happens through agreed upon channels and protocols.
- Evaluation of good relations of the community is ongoing.

### STEP 2: CALL FOR ASSEMBLY

- Once hate crime/incident has occurred or the situation is flammable, the coordinator calls for network meeting. Not necessary to invite all stakeholders in the network, but rather on case-by-case basis.
- Acute situation: In case of an acute safety threat and/or violent incident, contact proximity police as well as hate crime support service chain network immediately.
- Communication:
  - With victims and affected communities: It is the victims right to be updated about the progress of their case. The European Union Victims Directive<sup>12</sup> establishes minimum standards on the rights, support and protection of victims of crime, including information that victims must be provided with. Regardless if the process advances directly to proximity police and/or the antenna network, communication and dialogue with the affected communities is important. The impact of a hate crime has a disproportionate impact not only on the individual, but also on the larger group, the victim belongs to.

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<sup>12</sup> Directive 2012/29/EU establishing minimum standards on the rights, support and protection of victims of crime, European Parliament and the Council of the European Union, October 2012.

- With Municipality level proximity co-operation:  
Hate crime referral system shares information about the status of the incident and process

### **STEP 3: EVALUATION OF SITUATION**

- Stakeholders in network continually evaluate the situation

#### **QUESTIONS FOR EVALUATING PROCESS:**

Which stakeholders are missing?  
Where are the gaps?  
Where is more support needed?  
Health, social, educational, housing?

### **STEP 4: ACTIONS**

- Necessary actions are taken

### **STEP 5: INFORM**

- Cooperation of responsibility

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## B. CASE EXAMPLE: LURE, FORSSA, FINLAND

### The Forssa Approach: mediation of polarization and inter-group conflicts

#### THE FOSSA MODEL:

**Neutral and transparent communication.** The city communicates transparently on the unfolding events in a neutral manner (e.g. using phrases like “incident” etc.). Further communication is done as officials get more detailed information on the events through their investigations.

**Collaboration between authorities.** A multidisciplinary working group is set up in the city through which current situation can be thoroughly analysed in order to form a detailed view of the situation. Exchange of information and other concrete collaboration between different authorities are strengthened, which enables resources to be used to support community mediation and connecting it to other activities of the city.

**Solution-oriented community mediation.** Community mediation conducted by professional mediators. As external actors to the local community the mediators could act as a neutral party enabling mutually respectful dialogue and solving the root causes for the situation in parallel with the criminal investigation carried out by the police. Community mediation is supported by city and other local authorities in identifying key actors and setting up the dialogue between them. Through the dialogue process solutions are identified and the process enables participation of those who are directly or indirectly affected by the situation. Possible effects of outside agitators can also be mitigated if their motivations are brought up and discussed with the local community and the local community’s worries and needs are taken into consideration in decisions made by local authorities.

#### *Background*

Forssa is a town in Finland with approximately 17 000 inhabitants. Between August and September of 2015 Forssa received around 200 asylum seekers, mostly from Iraq. In order to accommodate the asylum seekers, a reception centre was opened (run by the Finnish Red Cross). At first only minor harassment occurred towards the asylum seekers. Police wrote down reports when necessary, but the situation remained relatively stable even though negative attitudes towards the asylum seekers persisted.

In August 2016 the local situation started to escalate due to a false rumour. Three different cases of physical assaults occurred toward persons who were or were thought to be asylum seeker. Racist comments were used during the assaults. Then a bigger fight broke down between local inhabitants and asylum seekers with around 5-6 persons in each group. The local group consisted of boys aged 15-18. Both groups had injuries and the incident was discussed largely in social media where the blame tended to be put on the asylum seekers. Next day around 50 local youths, some armed with baseball bats and other items which



could be used as weapons, gathered around the reception centre's backyard. Some of the asylum seekers armed themselves with stick and other weapons. As the fighting erupted, police was able to attend the situation fast and no major injuries were dealt to anyone.

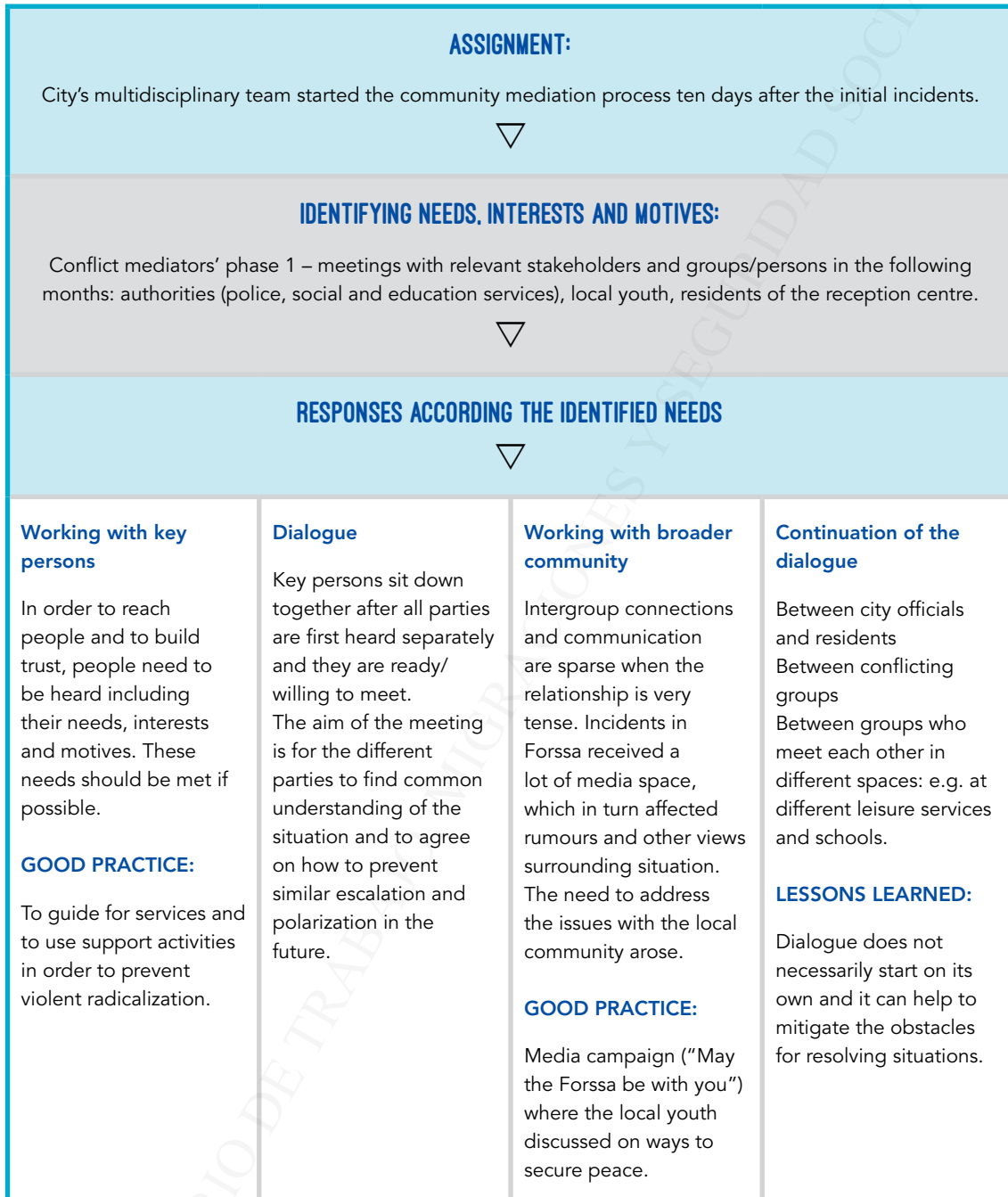
Furthermore, a small political party organized three demonstrations in Forssa against asylum seekers, the first two consisting of 200 and 100-150 demonstrators respectively. The third demonstration gathered around 20-30 participants and it was moved by the police to be held further away from the reception centre. The police supervised the demonstrations and no incidents occurred between the demonstrators and asylum seekers.

### ***Mediation of polarization and inter-group conflicts***

As a response to the unfolding events, a multidisciplinary team was founded which brought together police, youth service, school principals, Red Cross (which maintained the reception centre) and Community Mediation Centre. The team set up a framework (The Forssa Approach) aimed to reduce violent crimes between locals and residents of the reception centre. More specifically, it aimed at restoring the general sense of security within the community, to defuse the ongoing polarized situation and to prevent further clashes. As criminal investigations were not enough to remove the deepening polarization, a multidisciplinary collaboration was needed to achieve the set goals.

Community mediation was conducted by professional mediators (Community Mediation Centre). Community mediation aimed at facilitating dialogue and learning by allowing mediators to recognize the interests and needs of the conflicting parties and to seek a solution to stop the violence. Mediation process started by identifying key actors. During the mediation process both parties, the local youth and asylum seekers, took part in the dialogue arranged by the mediators and the police. In the discussions parties affected directly or indirectly were able to reflect on how the reception centre and violent clashes between the local youth and the asylum seekers have affected their lives and on what is needed in order to reduce tensions within the community. Furthermore, dialogue with the wider community was supported, e.g. with a media project in which students sought ways to resolve the conflict (the project was funded by the city).

Flowchart on how the model was applied in Forssa:



The quick response and cooperation between the police, the municipal multidisciplinary team and the professional mediators enabled fast and effective information sharing between the participants. The professional mediators understood the dynamics of intergroup conflicts and were able, with the police, to focus efforts into most needed areas inside the community. (Community mediation does not take the role of criminal investigations done by the police but is carried out in parallel with them.) Violent clashes between the groups ceased and the overall situation in the community calmed down.

The Forssa approach supports good relations between population groups by taking into account attitudes, personal safety, interactions within community members, and meaningful participation of the local community. Ensuring the participation of different groups and the community as a whole enables meaningful interactions between groups, which fosters mutual learning and solution-based discussions. The Forssa approach is based on the Polarization Strategy Model by Bart Brandsma (NL). In December 2018 the approach was declared the winner at the European Crime Prevention Awards (ECPA) during the Best Practice Conference in Vienna, Austria.

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## C. CASE EXAMPLE: BRADFORD HATE CRIME ALLIANCE

### HATE CRIME PARTNERSHIPS

Bradford Hate Crime Alliance is a non-governmental (NGO) charitable organisation and a registered charity. It has a track record of over 25 years of developing anti-hate strategies, delivering third party hate crime reporting pathways and supporting victims of hate crime. There are representatives on its governance who are or who have been experienced practitioners from Health, Housing, Community Work, Police and Business.

#### *Partnership Working*

Partnership working is at the very heart of how hate crime is tackled in Bradford. Such frameworks and arrangement have been developed in parts of the UK over a considerable length of time and many have been the result of significant increases in the levels of Hate Crime and high-profile cases such as the 1993 murder of Stephen Lawrence in London and the subsequent Mcpherson enquiry.

Bradford has always pioneered and developed national best practise on dealing with Hate Crime including the developing of training for the police, local authorities, stakeholders and NGO's. It is a city with complex and diverse communities.

Partnership working is a critical part of any community policing or proximity policing programme and it is essential in tackling hate, racism, and xenophobia. All major towns and cities in the UK have Safer Community Partnerships led by the police, local council, stakeholders and other partners in the area.

Bradford Hate Crime Alliance (BHCA) is a key partner in Bradford and leads on hate crime and tackling racism or xenophobia.

Neighbourhood Policing Teams (Community policing/ Proximity Policing) work in every neighbourhood and engage in local partnerships and work closely with BHCA in a range of different areas. Organisation commitment by the police and other key institutions exists at all levels within those organisations.

#### *Hate Crime Charter*

In Bradford this commitment to the districts strategic alliance was demonstrated by the signing of the 'Hate Crime Alliance Charter' by all partners in November 2013.

This charter was signed by representatives of all organisations committed to tackling hate crime including the police, local authority (Council), Crown Prosecution Service, BHCA, Victim Support, University, College, the Courts, LGBT groups and community organisations.

## ***Hate Crime Strategy***

Hate crime partnership structures have existed in Bradford for over 20 years. However, BHCA wrote the first district wide strategy for tackling hate crime in Bradford 2013-2016 in partnership with Bradford Metropolitan District Council and West Yorkshire Police. Other Local Authorities in the region subsequently followed that lead.

For 2017-2020 a new strategy was co- produced. This strategy has more involvement from community and lead organisations working in the anti – hate sector. The three-year strategy outlines the district's hate crime priorities and establishes a plan of action that has been agreed by all stakeholders. It clearly outlines key objectives together with an action plan outlining how the intended outcomes will be achieved.

## ***Strategic Hate Crime Management Group***

The Strategic Hate Crime Management Group was established by Bradford Hate Crime Alliance to lead the implementation of the Hate Crime Strategy. The group is now led by Bradford Council and acts as the critical friend to the strategic objectives of the Hate Crime Strategy. Consisting of partners from across the district including, Police, Bradford Hate Crime Alliance, Bradford Council, Victim Support and the Restorative Justice Team, the group is a sounding board for addressing hate crime across the district.

## ***Hate Crime reporting Centres***

Bradford Hate Crime Alliance has developed different pathways to reporting Hate Crimes and incidents across all strands of Hate.

These different pathways include third party reporting centres based in local communities where hate crime can be reported. Local communities may not always feel confident about reporting hate crime to the police. Pathways include:

- Self-reporting on the BHCA web site.
- Contacting BHCA directly and by telephone.
- Police 99 and non-emergency numbers.
- 3rd Party Community based reporting centres.

In Bradford, there are thirty BHCA reporting centres with over 60 staff in those centres trained to take reports of hate crime or hate incidents.

An annual audit takes place and each centre has to reach the BHCA 'Your Service Our Standards' level of service to victims. Mystery Shopping also takes place in reporting centres to identify the quality of the service provided.

Standardised reporting systems and forms are used across all the partners involved in tackling hate crime including BHCA, the reporting centres, the police and the Council.

### ***Scrutiny Panels***

Scrutiny Panels reviewing the investigation of hate crime by public bodies have been established that involve lay representation including BHCA.

Scrutiny Panels are run by the police, the Crown Prosecution Service and the Prison Service. Cases and the standard investigation are reviewed to make sure incidents are properly dealt with and investigated.

### ***Intelligence lead***

Systems and procedures are established to monitor and manage community tensions and community intelligence. The extent of the levels of hate incidents, racism and xenophobia is one of the key elements that is monitored on a daily and weekly basis by the police.

Information and intelligence is shared across partners. Such monitoring acts as a barometer on the state of tension and conflict within local communities enabling early community intervention to take place by the police, community and partners.

Critical Incidents and major sources of tension in communities are dealt with using intelligence led well developed procedures for dealing with situations on the ground.

BHCA plays a keep role in working with the police, Council, other stakeholders and communities to tackle hate crime.

# 8. ANNEX

- a. Key definitions
- b. Local level indicators for Good Relations (Finland)
- c. Analysis tool for risk factors for xenophobic activities (Sweden)
- d. Exercises for manual
  - i. Create your local Good Relations Framework Services and Actors Map
  - ii. Measuring good relations in organisation

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## ANNEX A. KEY DEFINITIONS

For the purpose of this manual and its main purpose of being a functional, approachable and easy-to-use resource for the main stakeholders in the prevention and fight against racism, xenophobia and other forms of intolerance, it is important to define the key concepts that will be used throughout the manual. Here you will find a short glossary of keywords and their definitions shared by all project partners. For a more in depth glossary please refer to the comparative report on best practices at <http://proximitypolicing.eu/Workstreams/best-practices-and-comparative-study>.

**Proximity Policing**<sup>13</sup> as a Police force present in a specific neighbourhood/area that works with a proactive approach to crime prevention and the security of the entire population, respecting the Human Rights and contrasting discriminations and hate crime, through building ties and working closely with members of the communities, minority groups and ethnic, women's and LGBT associations and NGOs. An important and central role in defending human rights and in preventing and combating discrimination, racism, intolerance and hate crimes can be assigned to the proximity policing. According to the Guidebook on Democratic Policing edited by the Senior Police Adviser to the OSCE Secretary General (2008, p. 9)<sup>14</sup>, "the Police are the most visible manifestation of government authority [and] their main duties are to: maintain public tranquillity and law and order; protect and respect the individual's fundamental rights and freedoms; provide assistance and service to the public". Unlike the Police, in general, the proximity policing is closely rooted in a specific territory.

**Racism** "is a theory of races hierarchy which argues that the superior race<sup>15</sup> should be preserved and should dominate the others. Racism can also be an unfair attitude towards another ethnic group<sup>16</sup>.

**Xenophobia** hatred, fear or extreme dislike of foreigners or strangers or of their politics, culture, customs, religions, etc. Can be motivated not only by ethnic, cultural, religious, but also on the basis of gender belonging or sexual orientation of people.

**Discrimination** is the different or unequal treatment of people on the basis of their physical appearance, national origin, opinions, religions and other individual or collective characteristics. It is not only a thought but is an actual behaviour.<sup>17</sup>

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13 Proximity Policing is practically equivalent to Community Policing.

14 Senior Police Adviser to the OSCE Secretary General, 2008, Guidebook on Democratic Policing.

15 The concept of race is biologically irrelevant. Therefore it is not possible to speak of different races among individuals. However, over time the different somatic characteristics have been used to improperly define the concept of race, and have been used to justify other differences, of a moral, cultural and behavioral nature, not due to biological differences.

16 Pierre André Taguieff distinguishes different types of racist doctrines, attitudes and behavior. He speaks of auto-racialisation (racialisation of Self, or auto-referential racism) when the concept of "race" is applied to one's group to assert its superiority. Auto-racialisation leads to exclusion, segregation of the other group (e.g. holocaust). Instead, he speaks of hetero-racialisation (racialisation of the Other or altero-referential racism) when a difference group from its own is seen as inferior and backward, or a danger to safety and purity. Hetero-racialisation leads to domination and oppression (e.g. colonialism, apartheid)(Taguieff J.A., 1987, *La force du préjugé*, La Decouvert, Paris).

17 The European Union, in the Racial Equality Directive, 2000/43/ EC8, Article 2 distinguishes two kind of discrimination



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**Direct discrimination** means that someone is treated less favourably than someone else is, has been or would be treated in a comparable situation on grounds of racial or ethnic origin, religion or belief, disability, age or sexual orientation<sup>18</sup>

**Indirect discrimination** means that an apparently neutral provision, criterion or practice would put persons having a particular racial or ethnic origin, a particular religion or belief, a particular disability, a particular age, or a particular sexual orientation at a particular disadvantage compared with other persons, unless the provision has a legitimate purpose and the means used to achieve that purpose are appropriate and necessary.<sup>19</sup>

**Multiple discrimination:** Any combination of forms of discrimination against persons on the grounds of sex, racial or ethnic origin, religion or belief, disability, age, sexual orientation, gender identity or other characteristics, and to discrimination suffered by those who have, or who are perceived to have, those characteristics.<sup>20</sup>

**Structural discrimination:** refers to rules, norms, routines, patterns of attitudes and behavior in institutions and other societal structures that represent obstacles to marginalized groups or individuals in achieving the same rights and opportunities that are available to the majority of the population.

**Intolerance:** unwillingness to accept different views, beliefs, or behaviour or the unwillingness to accept and relate to people from differing ethnic origin, skin-color, religion, sex, sexual orientation.

**Hate crime:** a criminal act committed with a bias motive. The OSCE defines hate crime as: "any offence, including offences against persons or property, where the victim, premises, or target of the offence are selected because of their real or perceived connection, attachment, affiliation, support, or membership of a group [that] may be based upon a characteristic common to its members, such as real or perceived race, national or ethnic origin, language, colour, religion, sex, age, mental or physical disability, sexual orientation, or other similar factor".

**Hate speech** is public expressions, which spread, incite, promote or justify hatred, discrimination or hostility towards a specific group. They contribute to a general climate of intolerance which in turn makes attacks more probable against those given groups (Ilga Europe).

**Stereotype** an idea that people have about someone or something, and that is used to describe a particular type of person or thing. Usually it is a rigid, standardized, often stigmatizing representation and a negative or derogatory idea.

**Prejudice** (bias) that is an unfair and unreasonable opinion, poor knowledge shaped by stereotypes, the absence of critical thinking about a concept, situation or person.

**Homophobia** and **transphobia**, fear, dislike of or prejudice against homosexual or trans-sexual people (LGBT people).

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18 In line with the Council Directive 2000/43/EC implementing the principle of equal treatment between persons irrespective of racial or ethnic origin ('Racial Equality Directive') and the Council Directive 2000/78/EC establishing a general framework for equal treatment in employment and occupation ('Employment Equality Directive').

19 European Commission (2010). EU Gender Equality Law: Update 2010. European Network of Legal Experts in the Field of Gender Equality.

20 European Commission (2009). Multiple Discrimination in EU Law: Opportunities for Legal Responses to Intersectional Gender Discrimination. European Network of Legal Experts in the Field of Gender Equality;

## ANNEX B. GOOD RELATIONS INDICATORS DEVELOPED IN FINLAND IN GOOD RELATIONS PROJECT<sup>21</sup>

| DOMAIN  | INDICATOR                                    | MEASUREMENT  |
|---|--|--|
| 1. ATTITUDES  | 1.1 Respect and disrespect                   | 1.1.1 Personal experience of being/feeling respected/disrespected  |
|   |  | 1.2.1 Personal attitude towards various groups   |
|   | 1.2 Prejudice                                | 1.2.2 Personal attitude towards various groups:<br>a) personal opinion on general attitude,<br>b) academic research on attitudes   |
|   |  | 1.2.3 Official statistics/research on xenophobic/hate groups/movements   |
|   |  | 1.3.1 Level of personal trust towards others   |
|   | 1.3 Trust                                    | 1.3.2 Level of trust between various groups and authorities  |
|   |  | 1.4.1 Personal attitude towards diversity  |
|   | 1.4 Valuing diversity                        | 1.4.2 Personal opinion on how society values diversity   |
|   |  | 1.4.3 Official statistics on measures to promote diversity   |
|   |  | 2.1 Perception of personal safety  |
|   | 2.1.2 Perceived (in)security                 |  |
|   | 2.1.3 Impact of (in)security                 |  |
| 2. PERSONAL SECURITY  | 2.2 Hate crime and discrimination            | 2.2.1 Discrimination:<br>a) personal experience, b) perceived discrimination, c) official statistics and registers, formal complaints  |
|   |  | 2.2.2 Hate and violent crime:<br>a) Personal experience of being a victim of hate/violent crime,<br>b) Perceived hate/violent crime, c) Official statistics on hate/violent crimes |
|   |  | 2.2.3 Measures to combat hate crime and discrimination (number of measures and amount of financial support)  |
|   | 2.3. Identity and acceptance                 | 2.3.1 Feeling comfortable with oneself   |
|   |  | 2.3.2 Ability to be oneself  |
|   | 2.4 Fundamental rights and access to justice | 2.4.1 Awareness of fundamental rights  |
| 2.4.2 Awareness of access to justice  |  |  |
| 2.4.3 Personal experience of access to justice as a victim or witness of hate/violent crime |  |  |

<sup>21</sup> Establishing indicators to measure good relations – a framework document, p.23-24

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| DOMAIN  | INDICATOR  | MEASUREMENT   |   |
|---|--|---|---|
| 3.<br>INTERACTION<br>WITH<br>OTHERS               | 3.1 Isolation & sense of belonging   | 3.1.1 Personal experience of isolation: a) Feeling of loneliness and isolation, b) Social networks  |   |
|   |  | 3.1.2 Sense of belonging to: a) Geographical entities, b) Social units  |   |
|   | 3.2 Availability of support  | 3.2.1 Personal experience of availability of support from a) Social networks (friends, family...), b) Public services   |   |
|   |  | 3.2.2 Personal willingness to give support to others  |   |
|   | 3.3 Ability to interact  | 3.3.1 Personal characteristics affecting the ability to interact with others  |   |
|   |  | 3.3.2 Confidence to interact with people from diverse backgrounds   |   |
|   | 3.4 Experience of and opportunities for interaction with a diverse range of people | 3.4.1 Personal experience of interaction with a diverse range of people: a) Frequency, b) Context   |   |
|   |  | 3.4.2 Level of interaction between various groups in society: a) Personal opinion, b) Official statistics   |   |
|   |  | 3.4.3 Level of segregation in a) housing, b) employment, c) education   |   |
|   |  | 3.4.4 Measures to promote interaction between various groups: a) Personal opinion on the importance of the measures, b) Official statistics on the support for the measures |   |
|   | 4.<br>PARTICIPATION<br>AND<br>INTERACTION  | 4.1 Participation in organized activities   | 4.1.1 Ways of participation                 |
|   |  |   | 4.1.2 Determinants/motives of participation |
| 4.1.3 Barriers of participation                   |  |   |   |
| 4.1.4 Promotion of participation                  |  |   |   |
| 4.2 Influence                                     |  | 4.2.1 Personal experience of influence: a) Ways of participation, b) Experience of one's own influence through participation  |   |
|   |  | 4.2.2 Choice and control over one's own life: a) Personal experience, b) Perceived influence of others  |   |
| 4.3 Trust in democracy and political institutions |  | 4.3.1 Level of trust in political institutions  |   |
|   |  | 4.3.2 Voting in elections   |   |

## ANNEX C.

# RISK FACTORS FOR XENOPHOBIC ACTIVITIES IDENTIFIED IN SWEDEN IN GOOD RELATIONS PROJECT.<sup>22</sup>

| 1. ATTITUDES  |  |  |  |   |
|---|--|--|--|---|
| INDICATOR   | EXAMPLE  | MEASUREMENT  | SOURCES  | KEY ACTORS  |
| 1.1<br><b>Prejudice</b>                             | 1.1.1 Negative attitudes towards different groups                          | Perception of different groups in society  | Attitude surveys:<br><i>Mångfaldsbarometern, World Values Survey, European Social Survey, Intoleransundersökningen (Living History Forum</i> | Media<br>School staff<br>Coaches<br>Youth workers<br>Commentators<br>Politicians<br>NGOs  |
|   | 1.1.2 Identification with xenophobic ideologies                            | Attitude to multiculturalism<br>Attitude to immigration<br>Political leanings  |  |   |
| 1.2<br><b>Social and historical context</b>         | 1.2.1 Social acceptance and reinforcement of attitudes, socialisation      | Historical and current situation of xenophobic group on local level  |  |   |
| 1.3<br><b>Xenophobic</b>                            | 1.3.1 Xenophobic ideas in public debate                                    | Ongoing debate with xenophobic attributes  | Media analysis<br>SOM-survey<br><br><i>Expo early report</i>   |   |
|   | 1.3.2 Visible activity from intolerant groups                              | Demonstrations, advertisement, actions   |  |   |
|   | 1.3.3 Xenophobic symbols in public spaces                                  | Xenophobic graffiti  |  |   |
| 2. PERSONAL SECURITY                                |  |  |  |   |
| INDICATOR   | EXAMPLE  | MEASUREMENT  | SOURCES  | KEY ACTORS  |
| 2.1<br><b>Economic insecurity</b>                   | 2.1.1 Economic insecurity  | Income Levels<br>Unemployment numbers  | Swedish National Council for Crime Prevention, Citizen surveys, the Public Health Agency of Sweden, SCB, Swedish Public Employment Service   | Police<br>Security hosts<br>Watchmen<br>Night watchers<br>Security coordinators<br>Media<br>Politicians<br>NGOs<br>Minority organisations |
| 2.2<br><b>Personal insecurity and vulnerability</b> | 2.2.1 Abuses due to group identity<br>2.2.2 Insecurity in near environment | Fear in near environment<br>Experience of threat and violence<br>Hate speech<br>Hate crime statistics: reports, verdicts and historical statistics |  |   |

<sup>22</sup> Establishing indicators to measure good relations – a framework document, p. 25-26

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| 3. INTERACTION WITH OTHERS                             |  |   |   |  |
|--|--|---|---|--|
| INDICATOR  | EXAMPLE  | MEASUREMENT   | SOURCES   | KEY ACTORS   |
| 3.1<br>Interaction between groups                      | 3.1.1 Contact between individuals from different groups    | Friends from other groups<br>Colleagues from other groups<br>Daily interactions with people from other groups   | <i>SOM-survey, World Values Survey, European Values Survey, SCB</i>               | Recruiters<br>Civil society<br>Neighbourhood cooperation<br>Municipality<br>Government<br>Private actors housing companies, schools etc.<br>Meeting places<br>Educators<br>Government agencies |
|  | 3.2<br>Structural segregation                              | 3.2.1 Housing segregation<br>3.2.2 School segregation   |   |  |
| 3.3<br>Social cohesion                                 | 3.3.1 Social capital/trust<br>3.3.2 Experience of cohesion | Trust in people in general<br>Contact with neighbours<br>Experience in cohesion   |   |  |
| 4. PARTICIPATION AND INFLUENCE                         |  |   |   |  |
| INDICATOR  | EXAMPLE  | MEASUREMENT   | SOURCES   | KEY ACTORS   |
| 4.1<br>Participation in traditional democratic process | 4.1.1 Voter turnout<br>4.1.2 Trust in politicians          | Participation in elections<br>Been in contact with a politician<br>Signed an initiative<br>Participated in a demonstration<br>Intention to candidate<br>Could imagine doing something of the abovementioned | <i>Election statistics, SCB<br/>Opinion polls<br/>Citizen surveys, SOM-survey</i> | Election informants<br>Democracy ambassadors<br>Communicators<br>Politicians<br>Society informants<br>Teachers   |
|  | 4.2<br>Other forms of influence on local level             | 4.2.1 Possibility for dialogue and initiative   |   |  |

## ANNEX D. EXERCISES FOR MANUAL

### APPENDIX d.i:

#### CREATE YOUR LOCAL GOOD RELATIONS FRAMEWORK SERVICES AND ACTORS MAP

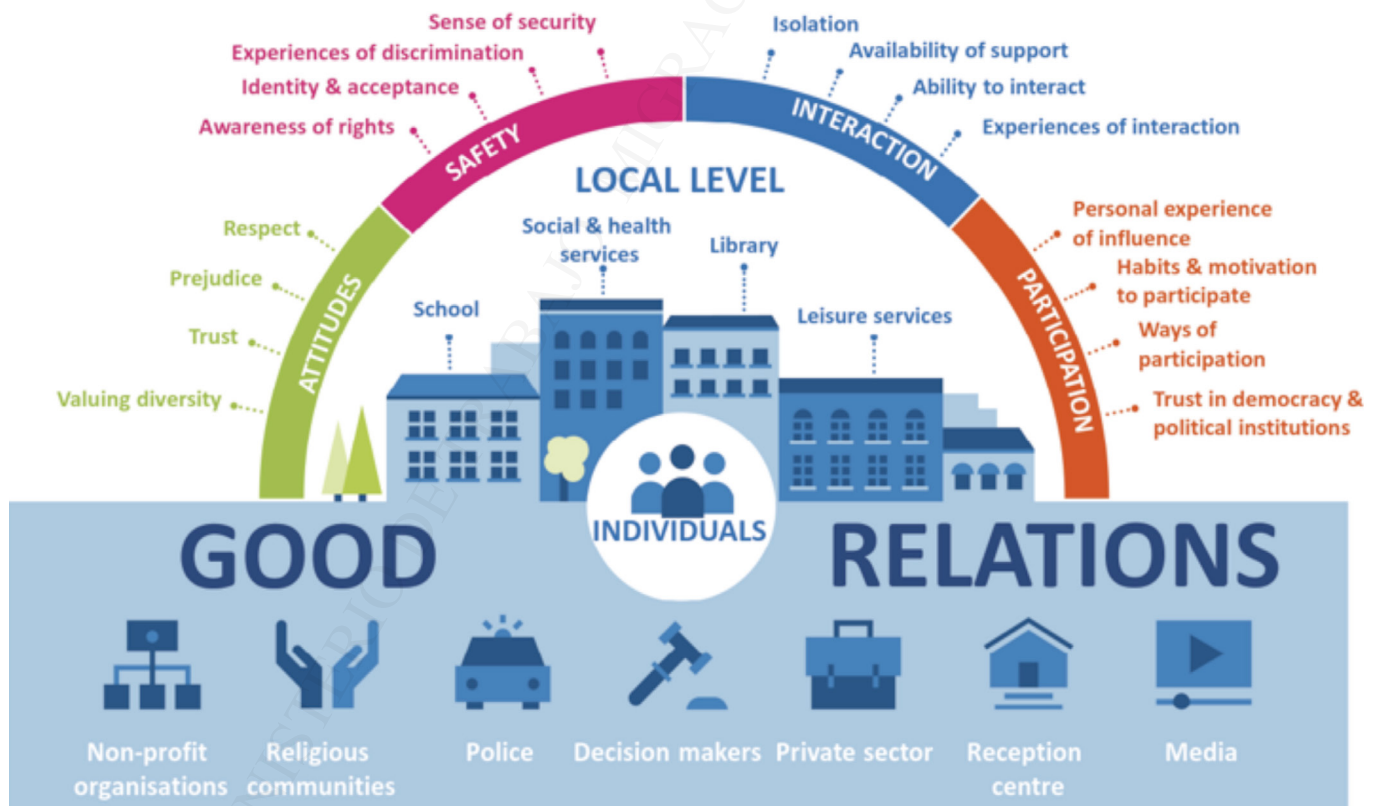
Good Relations Framework and its key areas (attitudes, safety, interaction and participation) can be applied to a local environment by identifying key local level services and actors. Use the template below to fill in:

- A** Relevant services at your local level
- B** Relevant actors at your local level

After identifying relevant services and actors, you can also identify practical actions relating to each key areas:

- C** Practical actions on different key areas

| Key area      | Actions |
|---------------|---------|
| Attitudes     |         |
| Safety        |         |
| Interactions  |         |
| Participation |         |



## APPENDIX d.ii: MEASURING GOOD RELATIONS IN ORGANISATION

WHAT IS THE EXERCISE      HOW IS IT HELPFUL      HOW TO USE

The Good Relations Framework can be used to evaluate how in practice different aspects of good relations (attitudes, safety, interaction and participation) affect one’s work. In this exercise different challenges and possible areas of improvement can be identified by reflecting on how they appear and function on different levels (personal, workplace, society). The exercise table has three columns and four rows. The three columns reflect different perspectives (oneself, workplace and society) and the four rows different aspects of good relations (attitudes, safety, interaction and participation).

Exercise can be done individually or in groups. Steps:

- I. Start from column 1 (ME) and go down through the questions relating to different aspects (attitudes, safety, interaction and participation). Write down key points.
- II. Move to column 2 (POLICE/LOCAL ACTOR). This column has two sub-columns, one for actions and one for staff.
- III. Move to column 3 (SOCIETY).
- IV. After finishing all columns, go through together key points written down by participants/groups. Note specifically key area of concern and possible ideas on how to improve the situation.

|                      | 1. ME  | 2. POLICE / LOCAL ACTOR  |  | 3. SOCIETY   |
|----------------------|--|--|--|--|
|                      |  | 2.1. ACTIONS<br>(evaluating the equality of actions)   | 2.2. STAFF<br>(evaluating the equality in the work community)  |  |
| <b>ATTITUDES</b>     | My own possible attitudes and prejudices.<br>How can I have an effect on prevailing attitudes? | How to recognize how attitudes affect police’s actions?<br>How to maintain trust between different population groups?<br>Which actions need developing, e.g. in order to eradicate ethnic profiling? | What kinds of attitudes are there towards employees with different backgrounds?<br>How to measure these?<br>Are there experiences of discrimination?<br>How can equality and non-discrimination be promoted? | In what way do prevailing attitudes in the society have an effect on police’s environment in which they operate?         |
| <b>SAFETY</b>        | Do I feel that the actions taken are safe and what can I do to improve the situation?          | How does police’s actions improve the safety of different population groups? Are specific questions relating to different groups identified?<br>(honour related violence, hate crimes)               | What kind of a working environment is the police force to persons with different backgrounds and to other personnel?   | In what way do relations between different population groups affect people’s safety and the work done by the police?     |
| <b>INTERACTION</b>   | My own experiences of interactions with people with different backgrounds.                     | How do different population groups interact with each other (in practice) and how can it be improved?  | What kinds of interactions are there between different staff groups in the work place?   | In what way do different population groups interact with each other and with the police?                                 |
| <b>PARTICIPATION</b> | My own experiences and possibilities to take part and to have an effect.                       | How can the participation of different population groups be strengthened in promoting safety?  | Does the staff feel that they can participate and have an effect on decision-making?   | In what way do different population groups take part in society’s decision-making processes, in society in general etc.? |

## Coordinator

Directorate-General for Integration and Humanitarian Assistance. Spanish Observatory on Racism and Xenophobia (OBERAXE). Ministry of Labour, Migration and Social Security



## Partners



Ministry of Justice. Anti-discrimination and Fundamental Rights Team. Finland

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Madrid Municipal Police. Spain

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Riga Municipal Police. Latvia

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Politsei- ja Piirivalveamet

Estonian Police and Border Guard Board. Estonia

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Polícia de Segurança Pública. Portugal

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UNIVERSITÀ  
DEGLI STUDI  
DI MILANO

Milan University. Italy

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TRABE Association. Spain

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Foundation for Access to Rights. Bulgaria

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Bradford Hate Crime Alliance. United Kingdom

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## Associate Partners

European Coalition of Cities  
Against Racism (ECCAR)



European Network of  
Policewomen (ENP)



Ministry of Interior of Spain

