

PROJECT MEMORY

PROXIMITY

POLICING

AGAINST RACISM,
XENOPHOBIA AND
OTHER FORMS OF
INTOLERANCE



PROXIMITY POLICING AGAINST
RACISM, XENOPHOBIA AND OTHER
FORMS OF INTOLERANCE



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<http://www.proximitypolicing.eu>



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Ministerio de Trabajo, Migraciones y Seguridad Social

1. INTRODUCTION

The project "Proximity Police against Racism, Xenophobia and other forms of Intolerance" (PROXIMITY) was presented to the call "Rights, Equality and Citizenship Program" (REC) of the Directorate General of Justice of the European Commission and approved in 2016. The duration of the project was two years, starting in April 2017 until March 2019. PROXIMITY is co-funded by the EU and led and coordinated by the Spanish Observatory of Racism and Xenophobia (OBERAXE) from the General Directorate of Integration and Humanitarian Attention of the Secretary of State for Migrations, Spanish Ministry of Labour, Migrations and Social Security.).

Nine other co-funded partners participated in the project: Ministry of Justice. Unit for Democracy, Language Affairs and Fundamental Rights (Finland). Riga Municipal Police (Latvia). Police and Border Guard (Estonia). Lisbon Metropolitan Police (Portugal). Milan University (Italy). TRABE Association (Spain). Foundation for Access to Rights (Bulgaria). Bradford Hate Crime Alliance (UK).

Of the total budget of the project (470.284, 26€) 80% is funded by the EU and the remaining 20% by the partners. There are also three associated partners which did not receive funding: The European Coalition of Cities against Racism (ECCAR). European Network of Women Police (ENP) and the Ministry of Interior of Spain.

The EU is based on values of human dignity, freedom, democracy, equality, the rule of law and respect for human rights, including the rights of persons belonging to minorities¹. Based on those, the main objective of the project was to increase the capacities of local authorities and, especially the proximity police², in identifying and dealing with racism, xenophobia and other forms of intolerance. In order to achieve that goal, it is essential to emphasize the proximity police role of prevention and mediation and stressing the importance of training and sharing knowledge. The proximity police work in a specific area (district or neighbourhood), with a proactive approach to crime prevention and to the security of the entire population, through building ties and working closely with members of the communities, minorities and ethnic groups, women and LGBT associations and NGO's among others. Therefore, the proximity police does promote a greater knowledge of the environment where they provide services and a closer

¹ [European Union Charter of Fundamental Rights](#)

² The proximity policing is not only an organizational model of the police services but rather a work philosophy for the provision of this public service.

relationship with the local community and its social organizations, contributing to a better understanding of the community and to a more efficient action in case of racist, xenophobic or other intolerant incidents.

This project memory intends to make a general description of the working process, and the main products and results obtained in achieving the objectives established in the PROXIMITY project.

1.1. Objectives

- Share and exchange knowledge and experiences regarding tackling racism, xenophobia and other forms of intolerance at local level (WS1, WS2).
- Improve the identification and effective prosecution of racism, xenophobia and hate crimes in the cities, supporting local authorities and proximity policing (WS2, WS3).
- Generate a practical Mutual Learning Network, to share information and good practices to face racism, xenophobia and hate crimes at local level, and to disseminate the project results and outcomes (WS4).

1.2. Expected outcomes

- Increased awareness and consciousness of local authorities and proximity police regarding their key role on combating racism, xenophobia and other forms of intolerance and effective tools to tackle these phenomena.
- Mutual Learning and experience exchange among different proximity polices from European cities. Strengthened the implication and participation of the civil society and of vulnerable groups through closer links between communities and proximity police.
- Improvement of the actions and strategies to combat racism and xenophobia in European cities.

1.3. Main Outputs

- Informative leaflets of the project (8.000)
- Final Project memory
- Report on Best Practices and Comparative Study: Services, Structures, Strategies and Methodologies on Proximity Policing Against Racism, Xenophobia and Other Forms of Intolerance.
- Toolkit Against Racism, Xenophobia and Other Forms of Intolerance Covering Municipalities and Particularly Proximity Policing
- Mutual Learning Workshop for Proximity Policing
- Local Action Plan: Addressed to Local Authorities and Proximity Police for Tackling Racism, Xenophobia and Other Forms of Intolerance
- Sustainability Plan: Mutual Learning Network constituted
- Website

1.4. Work Streams

The project has been divided into five Work Streams to facilitate its coordination, development and achievement of objectives. In this sense, each package was led by one of the partners.

WORKSTREAM		WS LEADER	PARTICIPANTS
WS 0	Management and Coordination	OBERAXE	ALL PARTNERS
WS1	Best practices and Comparative Study: services, structures, strategies and methodologies.	MILAN UNIVERSITY	ALL PARTNERS
WS2	Mutual Learning Program	MADRID CITY COUNCIL/POLICE & OBERAXE	ALL PARTNERS

WS3	Local action Plan and Protocols	MINISTRY OF JUSTICE-FINLAND	ALL PARTNERS
WS4	Dissemination, networking and sustainability	FAR/OBERAXE	ALL PARTNERS

2. WORK STREAMS: OUTPUTS AND OUTCOMES

In this section a description of the different Work Streams as well as the main products and results that have been developed in the project is included.

2.1. Work Streams

WS0: Management and coordination, as well as evaluation and supervision throughout the development of the project was done by OBERAXE.



Kick off meeting in Milan on the days 10 and 11 May 2017.



Kick off meeting in Milan on the days 10 and 11 May 2017.

WS1: Best Practices and Comparative Study: services, structures, strategies and methodologies.

The main objective was to identify good practices at the local level related to the phenomenon of racism and xenophobia, especially those related to the proximity police (training, protocols, programmes of Awareness...), specialized municipal services, neighbourhood innovation, etc. developed in the European cities of the project partners (see the subsection 2.2 for more detailed information about the [Best Practices Study](#)).

WS2: Mutual Learning Program

The Mutual Learning Program for local authorities, especially proximity police, aimed at creating and strengthening the Community's capacity to identify and act against racism, xenophobic incidents and hate crimes, and how to aid victims and their communities.

Several products were created during this stage that would later serve as a useful guide for everyone involved in this project. Firstly, a Methodological Guide with the recruitment criteria, rules to work, functions and work methodology of the Transnational Panel of Experts was produced in February 2018. The partners proposed several experts and the Panel was constituted (8 experts from different countries).

Later on, a [ToolKit](#) was also produced to serve proximity agents as a guide and aid in their action tackling racism, xenophobia and other forms of intolerance (see the subsection 2.2 for more detailed information about the Toolkit).

Immediately after, the Intermediate Meeting occurred in Helsinki. During the month of April several meetings and 4 videoconferences with the Ministry of Justice of Finland took place in order to define the Agenda of the Transnational Meeting.



Meeting of the Steering Committee in Helsinki on 29 and 30 May 2018.

As the final stage of this phase MPM, OBERAXE and TRABE began to prepare the Mutual Learning Workshop in Madrid, which was held from 11 to 13 of June 2018 with the assistance of more than 50 proximity police (from Spain and the other EU Countries). Suggestions were received to incorporate and improve the contents of the ToolKit, so its final delivery took place in March 2019.

WS3: Local action Plan and Protocols

A Local Action Plan and Protocols for local authorities and proximity police, that can be adapted to the national, regional or local conditions in each country was developed. The objective was 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 the necessary information about victims' rights.

The guidebook that was produced 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 contents involved are the following:

- Identification, reporting of hate crime and action protocols, including preventive aspects (instructors, mediation and others).

- Coordination of the proximity police and the local authorities with different services: prosecutor's office, police force, other law enforcement officers.
- Support to victims of racist, xenophobic and other intolerant incidents: referral to support services, counselling and eventual redirection to health care services.
- Coordination with civil society organizations considering vulnerable communities as the incidents of intolerance affect not only the victim, but the entire group, community or affinity groups to which the victim belongs.

WS4: Dissemination, networking and sustainability of the project

Development of a strategy of dissemination of the project results at national and European level and sustainability beyond the end of the project through:

- Creation of a practical Mutual Learning Network (network of local offices/services against hate crimes, NGOs, experts and others). The main aims of this network are the dissemination of the best practices, to share knowledge and to promote tackling racism, giving sustainability to the project after it is finished. In order to create a wide network, all the partners will have to try to find members which can get involved and contribute to it. They will work on giving sustainability to the project and in the continuous training of proximity police and effective protection of the victims.
- Dissemination of activities of the project was done through the [website](#), brochures, publications, national awareness, etc.
- Final project memory. The current document is a summary of the main activities, products and results of the Proximity project
- Final Conference in Madrid. To present the products of the project, exchange good practices of the participating countries and disseminate the results of the project, as well as presentations on racism, xenophobia and other forms of intolerance. (See also page 14 for more detailed information about the final conference.)

2.2. Outputs and Outcomes

Different outputs have been produced by each Work Stream and developed by the partners in a collaborative manner. The main products obtained are described below:

- **Leaflets (8.000)**

A leaflet of the Project was published and widely distributed among the participant countries as a way to give publicity to the PROXIMITY Project. 8.000 copies were printed in English and 1.000 copies were printed in Spanish, following a reasonable proportionality given the origin of the participant members.

- **Best Practices and Comparative Study: Services, Structures, Strategies and Methodologies on Proximity Policing Against racism, Xenophobia and Other Forms of Intolerance.**

A comparative study of best practices in selected European cities, on the services and structures established to combat racism and xenophobia at the local level. Prepared by the University of Milan with the collaboration of the rest of partners, best Practices can be defined as actions, methods or tools developed in the field of proximity police that, also working with local authorities, NGO'S and minority groups associations, have shown their ability to introduce transformations with positive results in preventing, identifying, combating and eliminating racism, xenophobia and other forms of intolerance, including hate crimes at the local level³. Based on these indications 15 best practices were collected among the partners' countries: 3 from UK, 4 from Spain, 1 from Bulgaria, 2 from Italy, 2 from Finland, 1 from Estonia and 2 from Portugal.

Some winning strategies were identified, in particular the adequate training for the police, the analysis of the social context and territorial needs or the involvement of associations and minority communities and vulnerable groups. However, weaknesses were also reported such as the lack of resources which makes the duration of some projects too short, the difficulty of involving other authorities and religious groups on the topic of racism, or the almost total lack of monitoring or evaluation activities.

- **Toolkit Against Racism, Xenophobia and Other Forms of Intolerance Covering Municipalities and Particularly Proximity Policing**

Led by the Municipal Police of Madrid under the coordination of OBERAXE and with the participation of all the partners a Practical Toolkit for proximity police to prevent, detect and combat racism, xenophobia and other forms of

³ <http://proximitypolicing.eu/Workstreams/best-practices-and-comparative-study>.

intolerance was produced. It should serve to proximity agents as a guide and aid in their action tackling this phenomenon. The Toolkit, has been structured in five parts: the analysis of the context of the city, municipality or local entity where the proximity police operates; organizational elements of the proximity police; training and specialization; treatment of victims of racist and xenophobic incidents and the coordination with other police services and civil society⁴.

- **Mutual Learning Workshop for Proximity Policing**

The Mutual Learning Workshop for proximity police took place in Madrid during the 11th, 12th and 13th of June. It was based on the Toolkit and the Best Practices outputs. The main objective was promoting the exchange of experiences and the dissemination of the activities of the Proximity project.



One of the Workshops in Madrid from June.

The total number of participants during the three days of the workshop varied between 47 and 51 people coming from the partner countries to the project. These individuals were members of the proximity police corps or members of the local police. The workshop was developed using a participative methodology in order to foster the exchange of experiences from different contexts and points of view. This allowed to identify the elements that can permit for a better implementation of innovative tools when it comes to the fight and prevention of racism. Additionally, different experiences were

⁴ Toolkit available in the website:

(http://www.mitramiss.gob.es/oberaxe/es/publicaciones/documentos/documento_0115.htm)

presented in the workshop and participants rotated among those; that is, all the participants had the chance to take part on the three experiences.

The workshop was divided in three different phases along the three days that it lasted:

- Organizational elements and coordination with other police services: which focused on the logistic nature of the project, providing all the participants with the possibility of establishing a coordinated way to respond in cases of racism, xenophobia and other forms of racism.
- Training and specialization: where the participants had the chance to understand more clearly the necessary tools and mechanisms that they need in order to tackle these practices as well as to obtain new ideas.
- Attention to victims of racist and xenophobic incidents and the coordination with other policing services and with the civil society: it permitted for the interchange of methods of treatment and the importance of a continuous contact with civil society when dealing with victims from racist and xenophobic incidents.

- **Local Action Plan: Addressed to Local Authorities and Proximity Police for Tackling Racism, Xenophobia and Other Forms of Intolerance**

The general aim of this manual/guidebook is to provide local actors and the proximity police with the knowledge and tools to strengthen their role in the fight against racism, xenophobia and other forms of intolerance, as well as to give victims information about their rights. It is meant to be a functional and easy-to-use resource to help stakeholders in operationalizing the combat against racism, xenophobia and other forms of intolerance at the local level.

- **Mutual Learning Network constituted**

Creation of a Mutual Learning Network as a practical European network to share experiences and methodology, and to contribute to increase the coordination between public authorities, especially the local level ones, the municipal police, social organizations and the groups that are more susceptible to suffer racist and xenophobic incidents in Europe. The Mutual Learning Network will provide a platform to share information between the PROXIMITY project partners and other similar initiatives on training,

prevention and intervention against racism, xenophobia, and other intolerance, especially those addressed to the local authorities and proximity police and also will serve as possible source of collaboration for the preparation of joint projects between potential partners.

- **Final Conference of the Project**

The final conference was held in Madrid in March 2019 and 155 people attended, both partners and stakeholders. It served to share the project accomplishments and disseminate them among partners and other organizations interested or working against racism, xenophobia and other forms of intolerance.

The Secretary of State of Migrations, Consuelo Rumí, was the one in charge of the welcome speech as well as of opening the Final Conference of PROXIMITY “Police against racism, xenophobia and other forms of intolerance”. It took place on March 12th at the Ministry of Labour, Migrations and Social Security. Javier Barbero, the delegate of the Government Area of Health, Safety and Emergencies of the City of Madrid, and Jochen Müller, the Deputy Director of the Representation of the European Commission in Spain (RCCE) also welcomed the participants in the conference.

Following this interventions, two keynote speeches were presented, first by Mrs. Estrella Rodríguez Pardo, General Director of Integration and Humanitarian Attention and then by Professor Adela Cortina, who delivered an important and inspiring key speck regarding the ethic about proximity and the care of the most vulnerable people.

At the first round table moderated by the Director of OBERAXE, Karoline Fernández de la Hoz, the results and outputs of the project were presented and discussed.



Group photo of the final conference, 12 March 2019.

During the second round table different experiences on proximity police were presented: The Bradford Hate Crimes Alliance carried out a presentation on “A Partnership Approach to Dealing with Hate Crimes”; Fuenlabrada’s Local Police introduced the “Relevant aspects of the fighting units for racism, xenophobia and hate crimes”. On a different note, the Management Unit of Diversity from Madrid’s Municipal Police explained two practical examples of police investigations. Lastly, the Polícia de Segurança Pública from Portugal closed the presentation with “All Together”.

The Spanish Observatory on Racism and Xenophobia, Karoline Fernández de la Hoz, and the head of the Diversity Management Unit of the Municipal Police of Madrid, Francisco Andrés, delivered the final remarks and closed the Conference.

- **Website**

A [website](#) was developed to disseminate the products and activities of the project.

- **Final project memory**

The present document is the last output and it summarizes the main products and results of the project and will be disseminated at national level and European level.

3. CONCLUSIONS

The PROXIMITY project opens a door towards new collaborations among potential partners from different countries of the European Union thank to the work networks that have been created.

We consider that the tools that have been developed for the local authorities and the proximity police will be both useful and inspirational to fight racism, xenophobia and other forms of intolerance, by providing some guidelines.

Training is essential to acquire a better understanding of the racism, xenophobia and other forms of intolerance that is, in fact, on the rise in Europe. For this very

reason, the training of the proximity police in this matter is of utter importance when it comes to their work on prevention, mediation and intermediation with the local communities. The training workshops and the knowledge networks that have been created, function as a base for a better response before this phenomenon.

The Local Action Plan Addressed to Local Authorities and Proximity Police for Tackling Racism, Xenophobia and other Forms of Intolerance provides useful strategies and a new vision to face racism, xenophobia and intolerance at a local level.

The sustainability of the project once it is over is a key point to ensure that the obtained results are useful. In this sense, the webpage of the project will continue operative and a mutual learning network will be activated with the specific aim of sharing knowledge and experiences regarding the fight against racism, xenophobia and other forms of intolerance at the local level. This will be specifically carried out through the local police, authorities, NGOs and other experts interested in sharing experiences and identifying good practices.