

# Current migration situation in the EU: Community policing

June 2017

*This report outlines examples of community policing measures in select EU Member State regions and localities with recently arrived asylum seekers and migrants. It focuses on four main issues: 1) community policing, 2) related police training, 3) community involvement (for example: consultations; giving voice to the concerns of local communities; police involvement in local responses to concerns), and 4) crime prevention activities.*

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# Thematic focus: Community policing

Community policing is a service-oriented policing model that invests in building public relations equally with all parts of the population. The objective is to establish trust, to be approachable and to assess the security needs of the population in order to deliver a tailored service. One intended outcome of such a model can include increased trust in the police, which ideally

should result in increased levels of crime victimisation reporting – including among minority and asylum-seeking communities.

Although the police are obliged to respect and protect fundamental rights, they are not the only actors who can contribute to preventing crimes and solving

## MAIN FINDINGS

- Ten of the 14 Member States covered by this report had some statistics available on the number of ‘foreigners’ staying in communities in the selected regions/localities. However, these are not collected systematically and refer to different groups of persons and different timeframes.
- Related to this, in most of the Member States covered by this research, no exact data exist on the numbers or proportion of asylum seekers and refugees who are victims of crime (with some exceptions in a few localities) or convicted of criminal offences. Authorities in some Member States note that asylum seekers are less likely to report being victims of crime.
- Community policing measures seem to be in place in a majority of the localities. Some schemes include a focus on integration and include strong links with local authorities in the region. A number of initiatives pre-date the asylum crisis and responses thereto, and are part of larger efforts to engage with diverse communities in the context of community policing and related initiatives.
- The police in some of the covered localities have in recent years dedicated more resources to dealing with hate crime against migrants (in addition to other categories of persons vulnerable to hate crime) – including by establishing specialised units.
- Localities in seven of the 14 Member States reported that local authorities/communities and civil society are involved in community policing processes (not always involving explicit cooperation with the police, but including cooperation with reception centres, for example). However, few localities reported involving migrant communities (new or existing) in these processes.
- Community policing-related training activities were reported in 9 of the 14 localities.
- Localities in five Member States reported consultations of citizen and community organisations on the arrival and/or reception of asylum seekers. Several localities reported that the police are involved in such consultations or information sessions.
- Data are limited regarding the kind of concerns that local and existing migrant communities have brought to the attention of the police before and after the arrival of asylum seekers. One common concern that emerged in several Member States – voiced by both local communities, including existing migrant populations, as well as by asylum seekers or refugees – was the fear of becoming a victim of crime.
- Police play a central role in trying to resolve conflicts that arise within different communities – but evidence shows that a relationship of trust between the police and the local population, as well as adequate resources and competences within local police services, are key if the police are to effectively help resolve or prevent conflicts.
- FRA data show that information provided to newly arrived migrants in seven of the 14 localities involved policing-relevant content. The police were only directly involved in some way – for example, by organising or participating in such initiatives – in four of the localities reported on here.
- The majority of localities confirmed having crime prevention activities in relation to reception facilities or asylum centres. Localities in seven Member States reported prevention of radicalisation activities.

community problems. Police activities, to a large extent, are performed in close contact with the public, and the police depend on the support and cooperation of the general public to carry out their work effectively.<sup>1</sup> If local communities lack confidence and trust in the police, effective cooperation becomes less likely.

Communities are affected in different ways by the arrival of asylum seekers, refugees and migrants in EU Member States, and the police can play a crucial role in reaching out to newly arrived people to build trust between them and the new societies in which they live. A very important part of this includes involving the existing local population and authorities in the process, so that they do not regard migrants with suspicion but feel safe and welcome them, and that migrants in turn feel safe and protected.

Supporting this approach, in its *Opinion on the Framework Decision on Racism and Xenophobia*,<sup>2</sup> FRA emphasised that EU Member States could consider the benefits of setting up specialised units in police services, or other approaches such as community policing, to coordinate work to address hate crime and deal with hate crime committed against a range of different groups of victims.

Asylum seekers and migrants are entitled to the same protection as any other member of society to live free from crime, harassment and intimidation. In this regard, police officers and appropriate staff should be trained to deal with all parts of society in a sensitive manner and to arrange the necessary support for them to overcome difficulties and enjoy their fundamental rights, including being able to report crime victimisation.

In addition, law enforcement authorities rely on the public, not only as witnesses for the investigation of crimes, but also for the prevention and detection of incidents. Without public cooperation, law enforcement officers rarely identify or apprehend perpetrators or obtain convictions.<sup>3</sup> By working with local communities, police officers also play a crucial role in the prevention of radicalisation that can lead to violent extremism or terrorism.<sup>4</sup>

There is little guidance on how local police services and communities should manage the challenges posed by immigration. In response, this thematic focus examines the different approaches to community policing across select localities/regions in 14 Member States, and highlights both promising developments in this area and some areas of concern.

### Note on geographical coverage

The information presented only applies to the specific regions or localities covered in this report (unless otherwise indicated), which were chosen based on availability of relevant data and due to the high numbers of received asylum seekers. These are: Graz (Styria, Austria), Sofia (Sofia City Province, Bulgaria), Landkreis Heilbronn (Baden-Württemberg, Germany), Jammerbugt (North Denmark Region, Denmark), Calais (Hauts-de-France region, France), Athens (Central Greece Region, Greece), The Autonomous Community of Madrid (Spain), Helsinki (Capital region, Finland), Rösztke (Southern Great Plain region, Hungary), Settimo Torinese (Piedmont, Italy), Rotterdam (South Holland province, Netherlands), Mazovia Province - Mazovian Voivodship (Poland), Nitra (Nitra region, Slovakia) and Region West (Sweden).

## Crime statistics and related data

➤ **Ten out of 14 Member States covered by this report had some statistics available on the number of foreigners staying in communities in the selected regions/localities. However, these are not collected systematically and refer to different groups of persons and different timeframes. Bearing this in mind, as they affect the number of new arrivals who are vulnerable to certain types of crime and, conversely, relates to**

**local populations' concerns about the potential for increased crime by 'outsiders' – the following data need to be treated with caution.**

For example, in Hungary, data are available only on 'foreigners' crossing the border, not on persons staying in the communities.<sup>5</sup> In the Netherlands<sup>6</sup> and Poland<sup>7</sup>, data are only available on persons staying in the reception centres, not in the community. No data were available for Italy.

Table 1: Official statistics on foreigners who have arrived at and presently stay in the community\*, 10 EU Member States

Region/locality/EU Member State	Time reference (period or point in time)	Individuals covered	Number of residing persons	Breakdown by gender	Break-down by age	Main countries of origin
Graz (Austria)	18 April 2017	Asylum seekers; refugees up to 4 months after they received asylum decision; persons refused asylum who cannot be returned	2,804	n.a.	n.a.	n.a.
Bulgaria (whole territory)	1 June 2017	Asylum seekers living at external addresses	449	n.a.	n.a.	n.a.
Landkreis Heilbronn (Germany)	30 May 2017	Asylum seekers and refugees	2,461	618 women 1,843 men	590 children 1,871 adults	Syria (23.3 %), Afghanistan (21 %), Iraq (17 %), Gambia (6.3 %) and Eritrea (4.6 %)
Jammerbugt (Denmark)	30 April 2017	Asylum seekers and migrants	349	41 % women 59 % men	38 % children 62 % adults	Iran (30 %), Afghanistan (16.9 %), Stateless (14.6 %), Iraq (12.3 %), Kuwait (7.7 %)
Athens (Greece)	May 2017	Asylum seekers and refugees	18,000	55 % women and children 45 % men		Syria, Iraq, Afghanistan

Region/locality/EU Member State	Time reference (period or point in time)	Individuals covered	Number of residing persons	Breakdown by gender	Break-down by age	Main countries of origin
Calais (France)	May 2017	Migrants and asylum seekers	300**	n.a.		Afghanistan, Eritrea, Ethiopia and Sudan
Madrid Autonomous Community (Spain)	January 2017	All foreigners with registered residence	864,485	51.55 % women 48.45 % men	18 % children 82 % adults	Romania (23 %), Morocco (9.24 %), China (6.47 %), Ecuador (5.3 %) and Colombia (4,21 %).
Helsinki (Finland)	6 June 2017	Asylum seekers	1,080	n.a.	n.a.	n.a.
Region West (Sweden)	1 January – 31 May 2017	Asylum seekers and newly arrived migrants, refugees and beneficiaries of subsidiary protection and their relatives	22,554	6,668 women 13,151 men	9,066 children 13,488 adults	n.a.
Nitra (Slovakia)	30 May 2017	Refugees	71	34 women 37 men	29 children 42 adults	Iraq (100%)

Notes: \* The expression 'stay in the community' was used regardless of the time period or form of registration. It does not include reception facilities for asylum seekers.

\*\* This is the number provided by the authorities. NGOs estimate that there are 600-700 asylum seekers and migrants in Calais.

The sources for the information specified in the table are listed in the Annex.

n.a. = data not available.

Source: FRA, 2017

### Crime statistics – increased victimisation of newly arrived migrants

Authorities in some Member States note that asylum seekers are less likely to report being victims of crime – for example, in Austria.<sup>8</sup> Some attacks against refugee accommodation facilities were reported from Germany,<sup>9</sup> while racist violent incidents were reported from Athens, Greece.<sup>10</sup>

Looking at national-level data, the proportion of foreigners among victims of crime has grown steadily in Finland during the past years (6.2 % in 2014, 6.6 % in 2015

and 7.7 % in 2016).<sup>11</sup> According to the police, asylum seekers were victims of crimes 1,057 times between 1 January and 30 September 2016 – with assaults and illegal threats the most common types of crimes.<sup>12</sup>

Unofficial sources in Calais (France) note that an increase in violence by smugglers and traffickers towards migrants, an increase in violence committed by members of the public, and an increase in violence by the police towards migrants has been reported.<sup>13</sup>

Police in Region West (Sweden) state that the exploitation of undocumented

migrants<sup>14</sup> has become an increasing problem, especially in the sense of becoming “picked up” by different criminal gangs that offer them money and/or some sense of protection.<sup>15</sup>

### *Crime statistics – offending*

In most Member States covered by this report, no exact data exist on the numbers or proportion of asylum seekers and refugees convicted for criminal offences. Partial statistics are available for Landkreis Heilbronn (Germany) and Finland covering only initiated criminal proceedings, not convictions.<sup>16</sup> Similarly, in Rotterdam, Netherlands, the number of incidents around reception centres is recorded, but no information exists on whether incidents were reported to the police and whether anyone was convicted.<sup>17</sup>

Some data exist in Bulgaria<sup>18</sup> and Italy,<sup>19</sup> where the number of crimes did not significantly change after the arrival of asylum seekers in 2015/2016, regardless of the numbers arriving. Some locations covered in this report indicate an increase in crime (Austria, Denmark, Spain, Hungary, Sweden); however, some authorities simultaneously report that this increase cannot be directly connected with the arrival of asylum seekers in 2015/2016.<sup>20</sup>

The regional police in Styria, Austria observed an increase in drug-related crimes after the arrival of asylum seekers in 2015/2016, usually involving cannabis.<sup>21</sup> Denmark observed a proportionate increase in theft after 2015/2016.<sup>22</sup> In the autonomous community of Madrid, Spain, crime rates reportedly increased by 1.2 % after the arrival of asylum seekers in 2015-2016.<sup>23</sup> Meanwhile, number of foreign prisoners decreased by some 9.3 % in 2016 compared to the end of 2015.<sup>24</sup> In Hungary, the police report that the number of crimes increased in Rösztke during the peak of arrivals in 2015<sup>25</sup>; however, the increase in criminal statistics was predominantly the result of an amendment to the criminal code,<sup>26</sup> which criminalised – for example –

unauthorised border fence crossing and damaging of border fences.<sup>27</sup> The police also reported an increase in petty theft, but investigations did not identify the perpetrators.<sup>28</sup>

In Sweden, crime in and around the asylum accommodation centres has increased – for example, police have been called in more frequently to handle fights within the centres, and threats of attacks against the centres increased.<sup>29</sup>

## Community policing concept

➤ **The majority of localities report having some form of community policing in place. Some schemes have been adjusted to take account of the recent migration situation (in Austria, Finland and the Netherlands), while others have not seen significant changes.**

Some schemes include a focus on integration and include strong links with local authorities in the region. However, it has to be noted that a number of these initiatives pre-date the asylum crisis and responses thereto, and are part of larger efforts to engage with diverse communities in the context of community policing and related initiatives.

For example, the Austrian regional police (Styria) initiated a community policing strategy after some of the local population perceived a park to be unsafe due to the presence of asylum seekers. Social scientists proposed a method called the DESSI (Decisions Support for Security Investment) process, which brought together representatives of civil society organisations, migrant associations, neighbours, the nearby church, the city administration and political parties. The goal was to reduce anxiety in the population and to counteract extreme right wing political ideology and racism, as well as more generally to resolve conflict situations and

prevent crime. The police report that this initiative is generally well accepted by the local population (including migrants and asylum seekers), and maintains that they can therefore play a meaningful role in resolving conflicts.<sup>30</sup> This approach has since been applied at five locations in Graz and has been adopted in other regions of Austria, too.<sup>31</sup>

In the Netherlands, local authorities have adopted an Action Plan to improve the 'liveability' in the neighbourhood of Beverwaard (Rotterdam), which includes changes to policing. The plan was adopted in 2016 in response to the establishment of a reception centre for asylum seekers,<sup>32</sup> and focuses on five issues: public security, physical infrastructure, clean environment, social cohesion and stimulating employment. A new police station was established in 2016 in the community centre with regular walk-in hours for residents. The police increased their presence around the reception centre, and engaged two 'Neighbourhood Concierges (*Wijkconciërges*)' – social workers who carry out outreach tasks to prevent and solve problems that arise in the neighbourhood. Such measures focus on improving the sense of safety among residents. The Action Plan is based on interviews with local stakeholders – social work and youth care organisations, schools, housing corporations, residents' groups and businesses<sup>33</sup> – and a digital opinion poll of residents.<sup>34</sup> Local authorities put much effort into preventing criminal activities aimed at the reception centre.<sup>35</sup> Police scan social media for negative sentiments aimed at the centre, and the community police officer has visited residents who have been active in voicing their opposition to the centre.

The Danish National Police is developing a national concept for community policing in relation to exposed residential areas, and the police is also preparing a national action plan concerning safety efforts in asylum

facilities.<sup>36</sup> Sweden (Gothenburg) has a specially assigned integration police, in place prior to 2015, which carries out outreach activities – although resources for these activities have reportedly not changed in response to the arrival of increased numbers of asylum seekers in 2015/2016.<sup>37</sup>

#### *Increase in police presence around reception centres*

In other localities, community policing strategies focus more on the policing of recently arrived migrants or their communities – with respect to being victims of crime and with respect to potential offences (Bulgaria, Germany, Greece, Spain, France, the Netherlands). This includes increasing police presence around reception centres.

For example, in Bulgaria (Sofia), the police have increased their presence in and around reception centres, as well as in areas where there are many newly arrived migrants. The aim is to increase the security and perception of safety among the local community and the newly arrived migrant population.<sup>38</sup>

In Italy (Settimo Torinese), the police patrol the reception centre for asylum seekers and refugees to prevent disturbances against the centre and to intervene in case of problems inside the facility. The municipal authorities note that they are trying to spread the idea of the reception centre as a space that can host activities involving the wider community.

In Germany, the Heilbronn Police applies measures such as the designation of a central and permanent contact person for other authorities concerning asylum/migration issues and implementation of location-oriented monitoring, as well as measures to protect accommodation facilities against attacks (in line with the regional standards that are in place).<sup>39</sup>

### *Specialised units to deal with hate crime*

In other cases, the police have in recent years dedicated increased resources to dealing with hate crime against migrants (in addition to other categories of persons vulnerable to hate crime) – including by establishing specialised units.

For example, in Greece, the police are intensifying measures to protect socially vulnerable groups, including refugees and migrants.<sup>40</sup> The 'Racist Violence Division' of the Hellenic Police has been operational since January 2013. At that time, racist incidents were on the rise (especially in the Attica region, allegedly by members of Golden Dawn).<sup>41</sup> Spain (at the initiative of the Madrid City Council) created a special police unit in 2016 – the Diversity Unit of the Municipal Police Officers, Madrid City Council (*Unidad de Gestión de la Diversidad de la Policía Municipal de Madrid, Ayuntamiento de Madrid*) – to improve on gender and race diversity, prevent hate crimes and better protect vulnerable populations – such as refugees arriving in Madrid.<sup>42</sup>

In response to a series of attacks on asylum facilities in Sweden in 2015, Denmark established a hotline for asylum facilities to report emergencies to the police. The police is reported to be swift in responding to such calls and has been highly alert towards groups exhibiting threatening behaviour towards refugees.<sup>43</sup>

### *Involvement of local communities and civil society*

➤ **Seven of the 14 covered localities (in Austria, Bulgaria, Finland, France, Germany, the Netherlands and Spain) report the involvement of local authorities /communities and civil society in community policing processes – not always involving explicit cooperation with the police, but including cooperation with reception centres, for example. However, few localities reported involving migrant communities – new or existing – in these processes.**

In Finland and Germany, for example, the police cooperate with civil society organisations to facilitate their work with and for asylum seekers and migrant communities, as well as to make the services of the police known to them.<sup>44</sup>

#### *Points of concern*

The Public Defender of Rights in France noted and condemned intimidating police practices towards migrants in Calais on several occasions. In the course of systematic police checks, it appears that humanitarian donations and personal affairs were destroyed, and migrants were unlawfully evicted from their shelters.<sup>45</sup> The National Consultative Committee on Human Rights provided similar observations, in particular in an opinion of 9 July 2015.<sup>46</sup> Some reorganisation has taken place inside police services; however, for the moment, such practices continue.<sup>47</sup>

In Hungary, the arrival of refugees and migrants reportedly induced fear in local people who live in the rural area around Röszke.<sup>48</sup> NGOs believe that the government's countrywide campaign, which has been accused of being anti-migrant – installing country-wide anti-migrant billboards, using the state-owned media to emphasise the threat posed by the



presence of migrants – helped to generate and spread feelings of fear.<sup>49</sup> The police increased controls in the rural areas around Röszke and distributed flyers about crime prevention. The police has also involved the local Home Guard Association (*Polgárőr Egyesület* – civil association organised in many towns and villages in Hungary to assist the police in maintaining public safety) and field guards (*mezőőr* – local authority) to effectively guard the borders in the Röszke area and control the movement of migrants and asylum-seekers.<sup>50</sup> On 24 August 2016, the government announced the so-called Border Hunter Programme (*Határ vadász Program*) to recruit volunteers to assist the police and the army in guarding the southern borders. The first training for volunteers began in November 2016, with the participation of 1,171 volunteers; 514 people joined the service on 1 May 2017.<sup>51</sup>

## Building police competences

### Promoting fundamental rights-based policing

In 2013, FRA published a manual for police trainers, which aims to foster human rights-based police work by integrating human rights training into the heart of police training. The manual is a practical tool for implementing fundamental rights-based policing in the EU. FRA has carried out many training activities in cooperation with CEPOL and national police academies based on this tool.

*For more information, see FRA (2013), [Fundamental rights-based police training – A manual for police training](#)*

To better cope with today's fundamental rights challenges, it is crucial to equip police personnel with fundamental rights

knowledge and skills to apply in their daily life. Fundamental rights training will strengthen the police as a service provider to the population as a whole, including asylum seekers.

At EU level, the European Union Agency for Law Enforcement Training (CEPOL) offers training to law enforcement officials on a range of issues, including – for example – on the impact of migration, preventing hate crimes, policing in diverse societies, and discriminatory ethnic profiling.<sup>52</sup> CEPOL also offers training on community policing, mediation, conflict resolution and restorative justice.<sup>53</sup>

### Guiding the police on avoiding ethnic profiling

In its guide entitled '*Towards More Effective Policing, Understanding and preventing discriminatory ethnic profiling: a guide*', FRA identifies training that allows officers to develop good relations with communities as one of the measures that can help to address the risk of discriminatory ethnic profiling. Cultivating good relations through community policing, particularly with minorities who may already feel under suspicion, can help to enhance trust and cooperation. In the long term, this is also important in dispelling prejudices and false stereotypes that individual officers may hold.

FRA is currently updating and expanding the scope of its 2010 guide. The new guide will provide a general update of the analysis, taking into account legal and technological developments, and expanding the scope to border management.

*For more information, see FRA, [Towards More Effective Policing, Understanding and preventing discriminatory ethnic profiling: a guide, 2010](#)*

*Training for police in communities with high numbers of asylum seekers and migrants*

**Nine of 14 localities (in Austria, Bulgaria, Finland, Germany, Greece, Hungary, the Netherlands, Poland and Sweden) reported some form of training taking place for police that is associated with community policing, either as part of their basic training or at least in communities with high numbers of asylum seekers and migrants.**

- **A number of these examples are on-going initiatives that are not a specific response to the arrival of asylum seekers in local communities.**

For example, in Austria, basic training on community policing is now included in training courses for new police officers.<sup>54</sup>

In Bulgaria, although the local police report a lack of specific training on integration or cultural aspects,<sup>55</sup> police training on working with vulnerable groups began for officers working in multi-ethnic communities or neighbourhoods in February 2016.<sup>56</sup>

The Heilbronn Police (Germany) has established specially trained contact persons for Muslims, who are in close contact with Muslim organisations and associations, in 12 of 13 police departments.<sup>57</sup> In its long-term strategy planning, the police will focus on 'Development and promotion of intercultural competence' as a main training topic.<sup>58</sup> Training on preventing racial profiling and violence against women also forms an integral part of police training. A key aim is to raise police trainees' awareness of the fact that police measures should not differ according to the nationality or ethnic origin of a person, but must be based on an individual assessment founded on objective criteria.<sup>59</sup>

In Greece (Athens), the police have received training on gender-based violence; sexual and reproductive health in the context of migration; and the prevention of human trafficking.<sup>60</sup> In Poland (Mazovian Voivodship), the police have been trained on preventing hate crimes.<sup>61</sup> Finland has conducted cultural awareness training – for example, relating to religious diversity – for the police.<sup>62</sup>

In Hungary, the Hungarian Association for Migrants (*Menedék Migránsokat Segítő Egyesület*) trained police officers in and around Rösztke on the issue of 'Social work for migrants/refugees'. The Terre de Hommes Foundation also organised programmes for police officers working at the southern borders of Hungary on how to identify and treat child victims of human trafficking.<sup>63</sup> UNHCR Hungary and the Cordelia Foundation (*Cordelia Alapítvány*) began training in 2013 for police officers serving at borders on how to effectively identify vulnerable groups (such as victims of rape and torture).<sup>64</sup>

Sweden did not report having special training aimed directly at police officers working in areas with high numbers of asylum applicants or migrants. However, specific initiatives and projects take place – such as seminars and workshops focusing on various aspects of integration.<sup>65</sup> Policy officers of the municipality of Rotterdam (the Netherlands) emphasised that the police has acquired expertise in handling intercultural issues due to the diversity of the local population.<sup>66</sup>

Evidence gathered by FRA for this report indicates a lack of training relating to community policing principles – such as cultural or religious diversity, for example – and/or no special police training since the recent arrival of asylum seekers in several countries.

No data were available concerning specific training related to community policing issues in Denmark,<sup>67</sup> France,<sup>68</sup> Italy<sup>69</sup> or Spain<sup>70</sup> for this report.

### *Additional staff with specific expertise*

Police in Finland, the Netherlands and Sweden have recruited staff with specific cultural and ethnic backgrounds, including specialist communication and language skills.

Police in Rotterdam appointed a local police officer with a refugee background.<sup>71</sup>

In Sweden, the Swedish Police Academy aims to recruit students from diverse cultural and ethnic backgrounds and with language skills – though this is not in reaction to the recent arrivals of asylum seekers in 2015/2016, but rather part of an inclusive strategy.<sup>72</sup> Nationally there are various projects aimed at increasing diversity within the police – for example, a

project called “The world integrated into the Swedish Police” (*Världen integrerad i svensk polis, VISP*), which aims to hire civilians with different ethnic backgrounds<sup>73</sup> for a period of 12 months. The long-term aim is to create better relations with different ethnic communities and to encourage more applicants to the Police Academy. In another initiative, at least 100 people will be hired for a fixed term of 12 months and will receive support from the Swedish Public Employment Service (*Arbetsförmedlingen*).<sup>74</sup> Employees from different migrant backgrounds will be mainly engaged in administrative work that allows them to use their mother tongue, or other languages – either in information or in reporting of lesser crimes.<sup>75</sup>

### **Encouraging people with migration backgrounds to join the police**

Police in Finland try to recruit officers with a migrant background. Given the lack of such applicants at the Helsinki Police Department, a campaign was launched in 2016 in cooperation with some educational institutions in Helsinki to encourage young persons – especially those with migrant backgrounds – to join the police. Young people were offered opportunities for vocational training, job shadowing and summer jobs at the police department. The programme was well received and is permanent as of December 2016. The number of training places at the police department was increased from 24 in 2016 to 31 for 2017.

*Sources: Finland, National Police Board (Poliisihallitus/Polisstyrelsen), Helsinki Police Department (Helsingin poliisilaitos/Polisinrättningen in Helsingfors), [Press Release](#), 11 January 2016, and [Press Release](#), 14 December 2016*

## **Community consultations**

- **Localities in five Member States (Denmark, Greece, France, Hungary, and the Netherlands) reported having consultations of citizen and community organisations on the arrival and/or reception of asylum seekers.**

Some took the form of public consultations – for example, in Denmark and the

Netherlands. Others have been more informal – for example, Greece reported that informal consultations of citizen and community organisations on the arrival/reception of asylum seekers took place in 2015, 2016 and 2017.<sup>76</sup>

In addition, in Germany, prior to the opening of new accommodation facilities, local authorities carried out information events for citizens.<sup>77</sup>

### Organising public consultations to address concerns

In Denmark, an open community hearing was held before each of four asylum facilities were established (2015-2017), inviting the public to hear about the arrival/reception of asylum seekers and to ask local officials questions. The asylum section of the municipality of Jammerbugt believes that these hearings improved the public's understanding of the situation. Furthermore, from 2015-2017, the municipality has carried out about 50 local presentations in schools and public facilities about refugees and having refugees as neighbours, and has cooperated with NGOs to integrate asylum seekers into the community.

In the Netherlands, five public consultations – with police participation – about a reception centre were held from 2015-2016 to allow residents of Beverwaard to express their concerns and their opinions about how to integrate the centre into the neighbourhood. The consultation included a digital opinion poll on the expectations and attitudes of residents towards the centre and to find out what residents consider relevant for the successful integration of the centre into the neighbourhood. Authorities set up a 'municipal management commission' for the centre comprising 11 socially active residents – from local business, a police officer, a representative of the municipality of Rotterdam, and a representative of the Central Agency for the Reception of Asylum Seekers (COA). They meet each month to discuss developments in the centre and to solve problems.

*Sources: Denmark, municipality of Jammerbugt, asylum section; The Netherlands, [Municipality of Rotterdam \(Gemeente Rotterdam\) \(2017\)](#), [Verslagen rondetafelgesprekken AZC Rotterdam](#); Bouwmeester, J. & Ten Doeschot, F. (2016), [Meningsopeiling : Onderzoek naar houding, verwachtingen en randvoorwaarden van inwoners bij AZC Beverwaard en draagvlak voor Plan voor Beverwaard](#), Enschede, I&O Research; The Netherlands, [Municipality of Rotterdam \(Gemeente Rotterdam\) \(2016\)](#), [Veelgestelde vragen over het azc Rotterdam](#)*

### Raising awareness in schools and organising other activities to promote integration

In Italy (Settimo Torinese), from 2015 onwards, specific activities began in elementary schools to raise the awareness of children and their families about the migration issue, including a visit to the reception centre for children to get to know the place, understand how it works, and meet the people living there.

Other initiatives have been organised with volunteer associations and the municipality has promoted several initiatives. For example, an art exhibition was organised in the reception centre and was visited by about 1,200 people.

Joint activities have been organised to bring together residents, both adults and children, and asylum seekers to encourage them to work together in the interest of the community and to enhance mutual knowledge and understanding.

Historically, the Settimo Torinese area received workers arriving from southern regions to work in the factories of the Turin area, and employment in the factories was one of the main drivers for integration. Joint activities are inspired by the idea that when people work together for a good cause – in this case, for their town – this makes it possible to overcome barriers to inclusion.

*Source: Italy, deputy Mayor and Council of Settimo Torinese*

➤ **Several localities reported that police are involved in consultations and information- or awareness-raising sessions for the local community.**

This is the case, for example, in Austria, Germany, Hungary, the Netherlands and Sweden. According to the regional police in Styria, the police undertake community consultations when problems or conflicts develop at particular locations. Since the initiation of the community policing strategy in Graz in 2014, which predates responses to the asylum crisis, this has happened in five cases – for example, relating to conflicts on the use of public parks and concerning the establishment of an African church.<sup>78</sup>

## Community concerns and solutions

➤ **Data are limited regarding the kind of concerns that local and existing migrant communities have brought to the attention of the police before and after the arrival of asylum seekers. One common concern that emerged in several Member States – voiced by both local communities, including existing migrant populations, as well as by asylum seekers or refugees – was the fear of becoming a victim of crime.**

Local communities in some Member States (Bulgaria, Germany, Denmark and Spain) have reported feeling afraid of asylum seekers – fearing that they would commit crime, for example.

Some local communities in Bulgaria (Sofia) complained about migrants gathering in groups and leaving locals scared to go into streets at night. In Denmark, rumours – which reportedly have little or no basis in

reality – concerning the alleged criminal behaviour of asylum seekers have flourished, and some online forums discuss this alleged criminal behaviour of migrants.<sup>79</sup>

In Hungary, local communities in Rösztke, Mórahalom, and Ásotthalom are reportedly most concerned about public health issues – specifically, infectious diseases migrants and asylum-seekers might bring into the country – and the culture and customs of migrants, relating to claims – for example – that they do not respect women, and that they tend to be very noisy.<sup>80</sup>

In addition, established migrant communities in several Member States have reported a fear of falling victim to hate crimes – reported in Germany, Greece, and Spain – because of enhanced negative reactions by the general population against the arrival of asylum seekers.

For example, in Germany, one mosque association considered installing a surveillance camera at the entrance to the mosque due to fears of right wing attacks as a result of rising numbers of mosque visitors.<sup>81</sup> Migrant communities in Greece (Athens) have voiced concerns about their security due to an increase of racist incidents and xenophobia that they see as connected with terror attacks in Europe.

The integration police in Gothenburg (Sweden) state that the main concerns raised by different ethnic communities have not changed since the arrival of increased numbers of asylum applicants in 2015/2016. The main problems communities report are segregation and the crime rate that prevails in many of the ethnically segregated socio-economically disadvantaged areas of Gothenburg. Also of concern are 15 so-called “particularly exposed/vulnerable areas” (*särskilt utsatta områden*) in Sweden. According to the Swedish police – as reported here – a particularly vulnerable area is characterised by the fact that the residents experience direct or indirect threats from criminal groups active in the

area, which in turn leads to a general reluctance or unwillingness to participate in legal proceedings. Threats and acts of violence against witnesses and persons reporting crimes are common. Such situations make it difficult for the police to carry out their duties and requires them to regularly adapt their working methods. The risk is that exceptional situations become normalised, and that neither the police nor the residents try to change it. A particularly exposed area is characterised by: 1) parallel social structures; 2) extremism, such as systematic violations of religious freedom or strong fundamentalist influence that restrict residents' human rights and freedoms; 3) persons from the area traveling to conflict areas to participate in conflicts; and 4) a high concentration of criminals.<sup>82</sup>

#### *Trust between the police and local communities – key to resolving problems*

The police play a central role in trying to resolve conflicts that arise within communities – but a relationship of trust between the police and the local population (an issue that goes to the heart of the concept of community policing), as well as adequate resources within local police services, are key to allowing the police to play an effective role in resolving issues.

For example, in an effort to tackle rumours and concerns in Denmark about the alleged criminal behaviour of migrants, the asylum section of the municipality of Jammerbugt addresses people through open meetings and dialogue in public schools and institutions. Asylum seekers often participate in these meetings so that locals can meet them in person and see that there is no reason to fear them.<sup>83</sup> The municipality however has raised concerns in relation to an upcoming reform which will reduce the local police extensively. This is seen as a big problem, as close cooperation with the police has been crucial for de-escalating conflicts and maintaining good relations

between asylum seekers and the surrounding community.<sup>84</sup>

In Hungary (Röszke), the police listen to the concerns of local people at regular public hearings (every six months)<sup>85</sup> and through information days. In response to public health concerns, for example, police have emphasised that medical officers and the National Public Health and Medical Officer Service (*Állami Népegészségügyi és Tisztiorvosi Szolgálat*) are responding well to the situation.<sup>86</sup>

Where trust does not exist between the police and the community, it is difficult for the police to help resolve conflicts. In some Member States, organisations – such as local authorities and civil society organisations, as well as the police themselves – report that the police are not always adequately equipped to deal with certain conflicts due to lack of training or resources (reported in Greece<sup>87</sup> and Sweden) or a lack of trust (reported by asylum seekers in Finland<sup>88</sup> and France<sup>89</sup>).

For example, in Finland lack of trust in the police among asylum seekers is reportedly common. Some asylum seekers feel that the police has not sufficiently addressed hate crime targeting them. Fear of forced returns also reportedly often prevents migrants in an irregular situation or asylum seekers from reporting crime.<sup>90</sup> Police have identified a need for additional training.<sup>91</sup>

Regarding the “particularly exposed/vulnerable areas” (*särskilt utsatta områden*) in Sweden, the police state that they are concerned that people living in these areas – six of which 15 are in the Gothenburg region – have limited possibilities to enjoy their fundamental rights. Inhabitants of these areas do not trust the police, as they do not feel that their safety is prioritised. The police state that there is a general lack of knowledge and experience on how to approach and respond to this situation, which also reflects the reality that the police force does not yet fully represent – in its own numbers – the

diversity among the communities it polices.<sup>92</sup>

Migrants in Calais (France) reportedly rarely turn to the police because of a lack of trust and a fear of complicity between police officers and civil militia.<sup>93</sup> The situation is reportedly similar in Paris.<sup>94</sup> Local communities of migrants in Calais (France) reportedly address their concerns to associations who relay them to institutions such as the Public Defender of Rights, which receives complaints and gives opinions, and the National consultative commission on human rights (CNCDH).<sup>95</sup> Associations claim that the police have increased their use of repressive means against migrants – such as use of barbed wire and tear gas – compared to previous years.<sup>96</sup>

*Information to newly arrived migrants concerning policing*

➤ **FRA data show that outreach in seven of the 14 covered localities (in Austria, Denmark, Finland, Poland, the Netherlands, Slovakia and Sweden) involved policing-relevant content.**

In Sweden, in accordance with the Regulation on the right to civil and society orientation for certain newly arrived migrants,<sup>97</sup> newly arrived migrants who are granted the right to residence are entitled to at least 60 hours of civil and society orientation (*samhällsorientering*). They learn about practical everyday life in Sweden and about their rights and obligations – including human rights and fundamental democratic values. Municipalities are responsible for providing this orientation.<sup>98</sup> Asylum applicants who live in the reception facility are generally not entitled to attend these classes, but can attend an information briefing for newly arrived asylum seekers every three weeks.

The asylum section of the municipality of Jammerbugt (Denmark) – which operates asylum facilities – reports a similar procedure. The municipality provides

classes to asylum seekers about Danish law (including what constitutes a crime), norms, culture and behaviour, including information on how to avoid behaviour that can be conceived by Danish citizens as strange or inappropriate – for example, walking in big groups of men or lingering around in public spaces.<sup>99</sup>

Similarly, in the Netherlands, after asylum seekers are registered in reception centres and have received basic information on their rights and obligations, they enter a programme to learn about Dutch society, which includes information about the Dutch police and how to report crime.<sup>100</sup>

Examples from other locations in Member States include:

- Classes for refugees in the community centre on how to communicate with the police (Slovakia);<sup>101</sup>
- Practical information provided to asylum seekers in the accommodation centre by language course providers – e.g. Caritas Styria, including information on the legal system (Austria);<sup>102</sup>
- Some NGO-led training for asylum seekers on what kind of behaviour constitutes a criminal offence (Poland<sup>103</sup>);
- Some associations in France – for example, Médecins du Monde, the No Borders activist network, and “the legal hut” (*La cabane juridique*) – lead training sessions for migrants in Calais about their rights and how to effectively enjoy them. This includes, for example, how and where to lodge a complaint with the police.<sup>104</sup>

Of the outreach/integration initiatives, the police were reportedly involved in some way – for example, by organising or participating in such initiatives – in only four of the localities covered in this report: in Austria, Denmark, Finland and Sweden.

For example, in Denmark, the police arranges introductory courses for newly arrived asylum seekers on how the police and justice system in Denmark is organised; a general description of Danish law and individual rights (for example, freedom of speech and freedom of religion); and a brief presentation on the Danish criminal code and drug legislation, including what crimes can affect their asylum application and residence in Denmark.<sup>105</sup>

In Gothenburg (Sweden), civil and society orientation classes include a lecture by the integration police on Swedish law and police work. The aim is to provide information, but also to enable a meeting between the police and newly arrived migrants to build trust.<sup>106</sup> Police also attend and inform people about the law and police work at the information briefings that are held for newly arrived asylum seekers every 3 weeks.<sup>107</sup> Staff at accommodation centres for unaccompanied children, providers of civil and society orientation in the municipality, as well as the police in Region West have all stated how important it is for asylum applicants and newly arrived migrants of all ages to be able to meet and interact with the police to build understanding and trust.<sup>108</sup>

Police in Finland also visit reception centres to inform asylum seekers about Finnish society and legislation, and on the services and functions of the police.<sup>109</sup>

Finally, in Austria, the regional police Styria established a “language and life school” (*Sprach- und Lebensschule “Weichenstellwerk”*) for asylum seekers in Graz. Volunteers teach language classes and police officers provide lectures on the Austrian administration system, democracy, what behaviour constitutes a criminal offence, the justice system, laws on drugs, youth protection, women’s rights, and police powers.<sup>110</sup> According to the Department of Education and Integration of the city of Graz, the “language and life school” is a success.<sup>111</sup>

### FRA research scrutinises social inclusion of immigrants and minorities

In 2017, FRA is working on assessing social inclusion and societal participation of immigrants and descendants of immigrants from a fundamental rights perspective, and will publish a number of selected findings of the second EU-wide survey on experiences of discrimination, hate crime victimisation and societal participation of immigrants and minorities (EU-MIDIS II). The survey also looks at reporting of discrimination and bias-motivated harassment and crime, police stops and ethnic profiling and reasons for not reporting. It also portrays the level of trust in public institutions, such as the police and the judicial system, and analyses the reasons for low levels of trust.

For more information, see FRA’s [webpage on EU-MIDIS II](#)

In most Member States, asylum seekers and refugees receive some information – often during registration – concerning their rights and duties (for example, in Italy,<sup>112</sup> Hungary,<sup>113</sup> the Netherlands<sup>114</sup> and Poland<sup>115</sup>), or multilingual leaflets on the role of the police, their legal basis, as well as on the topic of child protection and safe behaviour in road traffic (in Germany<sup>116</sup>).

### Crime prevention activities

Under the Reception Conditions Directive, EU Member States must provide persons seeking international protection with material reception conditions, including “an adequate standard of living for applicants, which guarantee their subsistence and safeguard their physical and mental health” (Article 17). Further to that, Member States must take measures to prevent assault and gender-based violence at the reception facilities (Article 18). The duty to provide support also applies to persons processed under the Dublin Regulation.



## Identifying ways to improve investigations of hate crime

FRA published the report '*Ensuring justice for hate crime victims: professional perspectives*' in 2016, which is based on interviews with representatives from criminal courts, public prosecutors' offices, the police, and NGOs involved in supporting hate crime victims. The research identified the establishment of specialised police units and contacts to NGOs as important means of improving investigations of hate crime. Appointing contact officers for specific groups of people enhances victims' trust in police. FRA also published an online compendium of practices for combating hate crime from across the EU, including police practices.

For more information, see FRA (2016), [Ensuring justice for hate crime victims: professional perspectives](#), Publications Office, and the [Compendium of practices](#), available on FRA's [website](#)

## Crime prevention activities at reception facilities or asylum centres

- **The majority of localities confirmed some kind of crime prevention activities in relation to reception facilities or asylum centres. There is no evidence of the localities in Greece,<sup>117</sup> Italy,<sup>118</sup> Spain<sup>119</sup> or Slovakia<sup>120</sup> carrying out specific crime prevention activities focussing on reception facilities or asylum centres.**

In Austria, the regional police visits reception facilities to build trust with asylum seekers,<sup>121</sup> including visits to unaccompanied children so that the children get to know them as "friends and helpers".<sup>122</sup> Two of the around 60 asylum accommodation centres run by Caritas Styria are video monitored to protect inhabitants – the accommodation for asylum-seeking women from violent family

backgrounds (where Caritas Styria has reported cases of restraining orders (*Wegweisungen*) against violent men);<sup>123</sup> and accommodation for unaccompanied children.<sup>124</sup> Caritas Styria reports that unaccompanied children are at risk of being recruited as 'street runners' (drug dealers). Caritas reacts with awareness raising activities in its accommodation centres and cooperates with the police.<sup>125</sup>

The Helsinki Reception Centre cooperates with a project that aims to prevent honour-related conflicts and violence in families and communities through group and peer support activities.<sup>126</sup>

In the transit zones along the southern borders of Hungary (Röszke, Tompa), the police claim that they separate certain ethnic and religious groups to prevent clashes between them.<sup>127</sup>

## Preventing violence against asylum seekers

In Poland, UNHCR, the police, La Strada Foundation (*Fundacja LaStrada*), CPPHN and the Head of the Office for Foreigners signed an agreement on standard procedures for identifying, preventing and responding to cases of violence, sexual violence or gender-based violence against asylum seekers residing in open centres. Local teams monitor the situation in the centres, in terms of the degree of threat of violence and the situation of families in which violence occurred.

Since November 2016, the Child Protection Policy has been introduced at Centres for Foreigners, which aims to implement preventive and intervention measures to protect the rights of children. These activities also include meetings with the police.

Source: Poland, Office for Foreigners

## Preventing radicalisation

- **Localities in seven Member States (Austria, Bulgaria, Denmark, Finland, Germany, Hungary and the Netherlands) report crime prevention activities concerning the prevention of radicalisation.**

In the Netherlands, the Immigration and Naturalisation Service (IND), the Central Agency for the Reception of Asylum Seekers (COA), the Repatriation and Departure Service (DT&V) and the police exchange information to prevent radicalisation and to identify radicalised individuals during the immigration process.<sup>128</sup> Employees of COA receive training on how to deal with radicalisation by the Dutch Training Institute for the Prevention of Radicalisation (*Rijksopleidingsinstituut tegenaan Radicalisering*, ROR), which was established in 2015.<sup>129</sup> Employees of the reception centre Rotterdam have received training on radicalisation.<sup>130</sup>

Caritas Styria employees at accommodation facilities receive security training that focusses on preventive and de-escalating methods.<sup>131</sup> According to the regional police Styria, radicalisation hardly ever takes place in asylum accommodation, instead happening most often in prisons. They claim that radicalised groups looking for new recruits target individuals who have already shown criminal behaviour.<sup>132</sup> In Spain,<sup>133</sup> authorities claim that radicalisation occurs most frequently in prisons and mosques.<sup>134</sup> Nonetheless, Caritas Styria reports two cases of radicalised asylum seekers in their accommodation. In one case, a person was expelled from the accommodation concerned; Caritas Styria underlines that it is important to intervene and give a strong signal to other residents that action is taken against radicalised individuals.<sup>135</sup>

In Denmark, staff at asylum facilities have received training from the Danish

Intelligence Service (PET) on how to handle situations involving radicalisation.<sup>136</sup>

The City of Gothenburg (Sweden) has a special group responsible for the coordination of activities aimed at preventing radicalisation within the city. However, this is not especially aimed at reception and asylum accommodation centres.<sup>137</sup>

Finally, in Finland, staff of reception centres consult the police for support when necessary concerning the prevention of crime and radicalisation.<sup>138</sup> Activities organised by volunteers at reception centres, as well as the different vocational training schemes available to asylum seekers, are seen as an important means of preventing radicalisation.<sup>139</sup>

## Annex

The sources for the information specified in Table 1 are as follows:

<b>Austria</b>	City of Graz, Department Education and Integration ( <i>Stadt Graz, Abteilung für Bildung und Integration</i> )
<b>Bulgaria</b>	State Agency for Refugees
<b>Denmark</b>	Danish Immigration Service ( <i>Udlændingestyrelsen</i> )
<b>Finland</b>	Helsinki reception centre
<b>France</b>	Service centre for migrants in Calais
<b>Germany</b>	Heilbronn District Administration ( <i>Landratsamt Heilbronn, Stabsstelle Landrat</i> )
<b>Greece</b>	Municipality of Athens
<b>Slovakia</b>	Ministry of Interior of the Slovak Republic
<b>Spain</b>	Monitoring Centre for immigration-Studies and Data Centre of the Madrid Autonomous Community ( <i>Observatorio de Inmigración-Centro de Estudios y Datos de la Comunidad de Madrid</i> )
<b>Sweden</b>	Migration Agency ( <i>Migrationsverket</i> )

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- <sup>1</sup> European Union Agency for Fundamental Rights (FRA) (2010), *Understanding and preventing discriminatory ethnic profiling: A guide*, Luxembourg, Publications Office.
- <sup>2</sup> FRA (2013), *FRA Opinion on the Framework Decision on Racism and Xenophobia - with special attention to the rights of victims of crime*, Luxembourg, Publications Office, p.17.
- <sup>3</sup> FRA (2010), *Understanding and preventing discriminatory ethnic profiling: A guide*, Luxembourg, Publications Office.
- <sup>4</sup> European Commission Police and law enforcement Working group (RAN POL) (2016), [RAN POL' s Guide on training programmes for police officers in Europe](#).
- <sup>5</sup> Hungary, National Police Headquarters.
- <sup>6</sup> The Netherlands, Municipality of Rotterdam (*Gemeente Rotterdam*) (2017), [Een halfjaar azc Rotterdam. De stand van zaken rondom azc Rotterdam tussen augustus 2016 en maart 2017](#).
- <sup>7</sup> Poland, Head of the Office for Foreigners.
- <sup>8</sup> Austria, Regional Police Styria (*Landespolizeidirektion Steiermark, Gemeinsam Sicher in der Steiermark*).
- <sup>9</sup> See the website [Mut Gegen Rechte Gewalt](#).
- <sup>10</sup> Greece, Municipality of Athens.
- <sup>11</sup> Finland, the Statistical Service of the Police (*Poliisin tilastopalvelu/Polisens statistiktjänst*) (2016), [Ulkomaaan Kansalaisten Osuus Rikollisuudessa-Koko Maa](#); Finland, Ministry of Justice (*Oikeusministeriö/Justitieministeriet*) (2017), *Crime Prevention Overview 2016 (Rikoksentsorjuntakatsaus 2016. Rikoksentsorjunnan tärkeys maahanmuuttotilanteen tuomien haasteiden ratkaisussa)*.
- <sup>12</sup> Finland, Ministry of Justice (*Oikeusministeriö/Justitieministeriet*) (2017), *Crime Prevention Overview 2016 (Rikoksentsorjuntakatsaus 2016, Rikoksentsorjunnan tärkeys maahanmuuttotilanteen tuomien haasteiden ratkaisussa)*.
- <sup>13</sup> France, Service centre for migrants in Calais.
- <sup>14</sup> In this context, 'undocumented migrants' refers to persons who have remained in Sweden as undocumented after their asylum applications have been rejected. This is the most common usage of the term, mainly since it is estimated that they constitute the majority of the undocumented migrants in Sweden. Strictly speaking, other persons living as undocumented migrants in Sweden, e.g. visa overstayers or persons who have never applied for asylum but live as undocumented migrants, are included in the definition.
- <sup>15</sup> Sweden, Police Region West (*Polisen Region Väst*).
- <sup>16</sup> Germany, Heilbronn Police Headquarter; Finland, Ministry of Justice (*Oikeusministeriö/Justitieministeriet*), [Rikoksentsorjuntakatsaus 2016. Rikoksentsorjunnan tärkeys maahanmuuttotilanteen tuomien haasteiden ratkaisussa](#). [Crime prevention overview 2016], February 2017.
- <sup>17</sup> The Netherlands, Municipality of Rotterdam (*Gemeente Rotterdam*) (2017), [Een halfjaar azc Rotterdam. De stand van zaken rondom azc Rotterdam tussen augustus 2016 en maart 2017](#).
- <sup>18</sup> Bulgaria, Sofia Directorate of the Interior.
- <sup>19</sup> Italy, local authorities of Settimo Torinese.
- <sup>20</sup> For example Greece; Finland, Helsinki Police Department (*Helsingin poliisilaitos/Polisinrättningen in Helsingfors*); Slovakia, Regional Police Headquarters Nitra.
- <sup>21</sup> Austria, Regional Police Styria (*Landespolizeidirektion Steiermark, Gemeinsam Sicher in der Steiermark*).
- <sup>22</sup> Denmark, the municipality of Jammerbugt, asylum section.
- <sup>23</sup> Spain, "Crime rates increased by 1.2 % in the region" (*La tasa de criminalidad crece un 1,2 % en 2016 en la region*), published in *El Pais*, 16 March 2017.
- <sup>24</sup> Spain, NGO SOS-Racismo.
- <sup>25</sup> Hungary, National Police Headquarters.
- <sup>26</sup> Act C of 2012 on the [Criminal Code](#) (2012. évi C. törvény a Büntető Törvénykönyvről).
- <sup>27</sup> The provision on unauthorised border crossing as an offence is set out in Article 352/A of Act C of 2012 on [the Criminal Code](#) (2012. évi C. törvény a Büntető Törvénykönyvről; Criminal Code). The provision was introduced in the Criminal Code by Act CXL of 2015 on the amendment of certain laws as a result of the migrant situation (2015. évi CXL. törvény egyes törvényeknek a tömeges bevándorlás kezelésével összefüggő módosításáról; [Act CXL of 2015](#)). Act CXL of 2015 entered into force on 15 September 2015.
- <sup>28</sup> Hungary, National Police Headquarters.
- <sup>29</sup> Sweden, Police Region West (*Polisen Region Väst*).
- <sup>30</sup> Austria, Regional Police Styria (*Landespolizeidirektion Steiermark, Gemeinsam Sicher in der Steiermark*).
- <sup>31</sup> *Ibid.*
- <sup>32</sup> The Netherlands, Municipality of Rotterdam (*Gemeente Rotterdam*) (2016), [Plan van Aanpak Beverwaard](#), Rotterdam, Gemeente Rotterdam.
- <sup>33</sup> The Netherlands, Municipality of Rotterdam (*Gemeente Rotterdam*) (2016), [Plan van Aanpak Beverwaard](#), Rotterdam, Gemeente Rotterdam.

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- 34 Bouwmeester, J. & Ten Doeschot, F. (2016), [Meningspeiling Ijsselmonde](#): Onderzoek naar houding, verwachtingen en randvoorwaarden van inwoners bij AZC Beverwaard en draagvlak voor Plan voor Beverwaard, Enschede, I&O Research.
- 35 Netherlands, municipality of Rotterdam.
- 36 Denmark, Danish National Police (*Rigspolitiet*) through the Danish Ministry of Justice (*Justitsministeriet*).
- 37 Sweden, Police, Region West (*Polisen Region Väst*).
- 38 Bulgaria, Sofia Directorate of the Interior.
- 39 Germany, Heilbronn Police Headquarters.
- 40 Greece, Hellenic Police: General Policing Division.
- 41 Greece, Municipality of Athens.
- 42 Spain, Management of the Diversity Unit of the Municipal Police Officers, Madrid City Council.
- 43 Denmark, the municipality of Jammerbugt, asylum section.
- 44 Finland, Helsinki Police Department (*Helsingin poliisilaitos/Polisinrättningen in Helsingfors*) and Germany, Heilbronn Police Headquarter.
- 45 France, Public Defender of Rights.
- 46 France, the National Consultative Committee on Human Rights.
- 47 France, Public Defender of Rights.
- 48 Hungary, City Mayor's Office in Rösztke.
- 49 Hungary, MigSzol.
- 50 Hungary, National Police Headquarters.
- 51 *Ibid.*
- 52 See CEPOL's [webpage on education and training](#).
- 53 See CEPOL's [webpage on education and training](#).
- 54 Austria, Regional Police Styria (*Landespolizeidirektion Steiermark, Gemeinsam Sicher in der Steiermark*).
- 55 Bulgaria, Sofia Directorate of the Interior.
- 56 Bulgaria, Permanent Committee on Human Rights and Police Ethics of the Ministry of the Interior (*Постоянна комисия по правата на човека и полицейската етика в МВР*) (2016), [Workplan of the permanent committee on human rights and police ethics in the Ministry of the Interior](#) (*План за дейността на постоянната комисия по правата на човека и полицейска етика в МВР*), 22 April 2016.
- 57 Germany, Heilbronn Police Headquarters.
- 58 *Ibid.*
- 59 *Ibid.*
- 60 Greece, Municipality of Athens. International NGOs in particular have conducted numerous training sessions on gender-based violence.
- 61 Greece, Municipality of Athens. No information is available as to when these trainings were conducted.
- 62 Finland, Helsinki Police Department (*Helsingin poliisilaitos/Polisinrättningen in Helsingfors*).
- 63 Hungarian Association for Migrants.
- 64 UNHCR Hungary.
- 65 Sweden, Police, Region West (*Polisen Region Väst*).
- 66 Netherlands, the municipality of Rotterdam.
- 67 Denmark, Danish National Police (*Rigspolitiet*) through the Danish Ministry of Justice (*Justitsministeriet*). The police was not able to provide the information due to the applicable deadlines and limited resources.
- 68 France, Service centre for migrants in Calais.
- 69 Italy, local authorities of Settimo Torinese.
- 70 Spain, Chair of Refugees and Forced Migrants of Comillas ICAI-ICADE, INDITEX.
- 71 Netherlands, the municipality of Rotterdam.
- 72 Sweden, Police, Region West (*Polisen Region Väst*).
- 73 Sweden, Police Authority (*Polismyndigheten*), [More diversity is needed within the police](#) (*Mer mångfald behövs inom polisen*), 14 December 2016.
- 74 *Ibid.*
- 75 *Ibid.*
- 76 Greece, Municipality of Athens.
- 77 Germany, Heilbronn District Administration (*Landratsamt Heilbronn, Stabsstelle Landrat*).
- 78 Austria, Regional Police Styria (*Landespolizeidirektion Steiermark, Gemeinsam Sicher in der Steiermark*).
- 79 Denmark, the municipality of Jammerbugt, asylum section.
- 80 Hungary, City Mayor's Office in Rösztke.
- 81 Germany, Diakonie District Association Heilbronn (*Diakonie Kreisdiakonieverband Heilbronn, Team Migration und Flucht - kirchliche Flüchtlingsarbeit*) and Caritas Region Heilbronn-Hohelohe (*Caritas Region Heilbronn-Hohenlohe*).

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- 82 Sweden, Swedish Police Authority, National Operations Department (*Polismyndigheten, Nationella operativa avdelningen, NOA*), [Exposed/vulnerable areas – social risks, collective capabilities and unwanted events](#) (*Utsatta områden – sociala risker, kollektiv förmåga och oönskad händelser*), report, December 2015.
- 83 Denmark, municipality of Jammerbugt, asylum section.
- 84 *Ibid.*
- 85 Hungary, National Police Headquarters.
- 86 *Ibid.*
- 87 Greece, Municipality of Athens.
- 88 Finland, Red Cross (*Punainen Risti/Röda Korset*).
- 89 France, Service centre for migrants in Calais.
- 90 Finland, Red Cross (*Punainen Risti/Röda Korset*).
- 91 Finland, Helsinki Police Department (*Helsingin poliisilaitos/Polisinrättningen in Helsingfors*).
- 92 Sweden, Police Region West (*Polisen Region Väst*).
- 93 France, Service centre for migrants in Calais.
- 94 *Ibid*; Public Defender of Rights.
- 95 See the [opinion](#) published on 18 May 2017.
- 96 France, Service centre for migrants in Calais.
- 97 Sweden, Regulation on the right to civil and society orientation for certain newly arrived migrants, 2010:1138 (*Förordning [2016:752] om samhällsorientering för vissa nyanlända invandrare*).
- 98 [Regulation on the right to civil and society orientation for certain newly arrived migrants](#) (2010:1138), (unofficial translation) (*Förordning [2016:752] om samhällsorientering för vissa nyanlända invandrare*) 7 October 2010.
- 99 Denmark, the municipality of Jammerbugt, asylum section.
- 100 The Netherlands, municipality of Rotterdam.
- 101 Slovakia, NGO Pokoj a dobro.
- 102 Austria, Caritas Styria, Accomodation of Refugees (*Caritas Steiermark, Flüchtlingsunterbringung*).
- 103 Poland, the Office for Foreigners.
- 104 France, Service centre for migrants in Calais.
- 105 Denmark, the Danish National Police (*Rigspolitiet*) through the Danish Ministry of Justice (*Justitsministeriet*).
- 106 Sweden, Integration Centre of Gothenburg (*Integrationscenter Göteborgs Stad*); Police Region West (*Polisen Region Väst*).
- 107 Sweden Migration Agency, reception centre; Police Region West (*Polisen Region Väst*).
- 108 Sweden, Integration Centre of Gothenburg (*Integrationscenter Göteborgs Stad*); Police Region West (*Polisen Region Väst*); Staff at assigned accommodation centres for unaccompanied children (*personal på boende för ensamkommande*).
- 109 Finland, Red Cross (*Punainen Risti/Röda Korset*); Helsinki reception centre; and Helsinki Police Department (*Helsingin poliisilaitos/Polisinrättningen in Helsingfors*).
- 110 Austria, Regional Police Styria (*Landespolizeidirektion Steiermark, Gemeinsam Sicher in der Steiermark*).
- 111 Austria City of Graz, Department Education and Integration (*Stadt Graz, Abteilung für Bildung und Integration*).
- 112 Italy, Local authorities of Settimo Torinese.
- 113 Hungary, National Police Headquarters; Immigration and Asylum Office.
- 114 The Netherlands, Central Agency for the Reception of Asylum Seekers (*Centraal Orgaan opvang Asielzoekers*) (2017), '[Programma 'Wonen en leven op een COA locatie'](#)'.
- 115 Poland, Head of the Office for Foreigners.
- 116 Germany, Heilbronn Police Headquarters.
- 117 Greece, Municipality of Athens.
- 118 Italy, Local authorities of Settimo Torinese.
- 119 Spain, Asylum and Refugee Office of the Spanish Ministry of the Interior; General Police Station of Foreigners and Borders of the National Police, Ministry of Interior; Sol Police Station of the National Police of the Ministry of Interior; Management of the Diversity Unit of the Municipal Police Officers, Madrid City Council; Office for Refugee Affairs of the Autonomous Community of Madrid; Accem; Chair of Refugees and Forced Migrants of Comillas ICAI-ICADE, INDITEX; Spanish Refugee Aid Commission; *SOS Racismo*; desk research.
- 120 Slovakia, Ministry of Interior of the Slovak Republic, response to an official request for information; Regional Police Headquarters Nitra.
- 121 Austria, Regional Police Styria (*Landespolizeidirektion Steiermark, Gemeinsam Sicher in der Steiermark*).
- 122 Austria, Caritas Styria, Accomodation of Refugees (*Caritas Steiermark, Flüchtlingsunterbringung*).
- 123 Caritas Styria, Accomodation of Refugees (*Caritas Steiermark, Flüchtlingsunterbringung*).
- 124 *Ibid.*
- 125 *Ibid.*

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- <sup>126</sup> Finland, Helsinki reception centre. See also [the project](#).
- <sup>127</sup> Hungary, National Police Headquarters.
- <sup>128</sup> Van Wijk & Bolhuis, M. (2016), *lihadisme en de vreemdelingenketen: De signalering van vermoedelijke jihadisten onder asielzoekers en jihadistische activiteiten in en rond asielzoekerscentra nader onderzocht*, Amsterdam, Vrije Universiteit Amsterdam.
- <sup>129</sup> *Ibid.*
- <sup>130</sup> The Netherlands, the municipality of Rotterdam.
- <sup>131</sup> *Ibid.*
- <sup>132</sup> Austria, Regional Police Styria (*Landespolizeidirektion Steiermark, Gemeinsam Sicher in der Steiermark*).
- <sup>133</sup> Spain, "[Spain claims its experiences in the fight against terrorism](#)" (*España reivindica su experiencia en la lucha antiterrorista*) published in *El Pais*, 23 March 2016.
- <sup>134</sup> Spain, "Spain: 1.200 agents involved in the fight against Jihadism" (*España: 1.200 agentes a la lucha antiyihadista*) published in *El Mundo*, 20 November 2015.
- <sup>135</sup> Austria, Caritas Styria, Accomodation of Refugees (*Caritas Steiermark, Flüchtlingsunterbringung*).
- <sup>136</sup> Denmark, the municipality of Jammerbugt, asylum section.
- <sup>137</sup> Sweden, Integration Centre of Gothenburg (*Integrationscenter Göteborgs Stad*); Police Region West (*Polisen Region Väst*); Staff at assigned accommodation centres for unaccompanied minors (*personal på boende för ensamkommande*).
- <sup>138</sup> Finland, Helsinki reception centre.
- <sup>139</sup> Finland, Red Cross (*Punainen Risti/Röda Korset*).

## Further information:

After one year of regular reporting, the EU Agency for Fundamental Rights changed the format and Member State coverage of its regular overviews of migration-related fundamental rights concerns. Current reports cover up to 14 EU Member States and are shorter, including main findings for the Member States covered together with a thematic focus section. References to EU Member States are included when specific findings support a better understanding of the challenges which affect several Member States or the EU as a whole.

For the June 2017 *Monthly data collection on the migration situation in the EU – Highlights*, see:  
<http://fra.europa.eu/en/theme/asylum-migration-borders/overviews/june-2017>.

For all previous monthly and weekly reports, see:  
<http://fra.europa.eu/en/theme/asylum-migration-borders/overviews>

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