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LESSONS LEARNED IN EUROPE:
THE ROLE OF LOCAL POLICE
IN TACKLING RACISM, XENOPHOBIA
AND HATE SPEECH



Local Learning Communities
against Racism, Xenophobia and Hate Crimes

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INTRODUCTION

The goal of this report is to identify, describe and incorporate lessons learned and good practices from European Cities and local police in the field of prevention, identification and tackling racist and xenophobic incidents, especially hate crimes and speeches. In particular to obtain value from tested experiences, embedding the most successful elements and taking into account those involving difficulties or limitations.

The report is focused on experiences from local policies, training programs and activities, monitoring systems and support services for victims of hate crimes or incidents.

The preparation of police officers for work in a multicultural society has become a major concern for police departments, local governments, and the general community. All the revised studies and reports agree on the need for a reinforced training to the police and legal practitioners related to racism, xenophobia, hate speech and victims support.

The “Intercultural Cities: Manual on Community Policing” by David Martín Abanades¹ highlighted that “training must be broad in relation to human rights principles and legislation, covering both international and national standards. It is important that the agents receive training on the indicators that differentiate simple incidents from hate crimes or intolerance. Sometimes hate crimes go unnoticed or are camouflaged in events that have nothing to do with intolerance. The identification of indicators will allow the gathering of evidence and indicators to clarify the events that occurred and their motivation, and to convict the offenders. The training will also have a positive impact on the treatment of the victims. The more specialised training the agents receive, the greater will be their capacity to understand the situation of the victims and the circumstances that surround them, which will enable them to provide better-quality attention to the victims”.

At present, guidance supporting police officers to systematically evidence bias motivation is lacking in many countries of the European Union, as Fundamental Rights Agency highlighted in the Report “Hate crime recording and data collection practice across the EU” (2018)². Also follow up and monitoring systems to support victims of hate crimes after the incidents are practically non-existent into the police procedures.

In this context is very important detecting and sharing real and regular police practices and experiences that improve hate crimes victim’s assistance.

¹ Edited by the Council of Europe in 2019. <https://rm.coe.int/intercultural-cities-manual-on-community-policing/16809390a5>

² https://fra.europa.eu/sites/default/files/fra_uploads/fra-2018-hate-crime-recording_en.pdf

CASE STUDIES

CASE STUDY Nº 1

Antwerp Police Department (Belgium)

*Training of frontline officers using a 'hate crime checklist' when reporting hate crimes locally*³

The training course consists of two one-hour sessions. The first covers:

- The department's diversity service and policy;
- The legal basis of the practice;
- Training and its importance within a national and EU context.
- The importance of prominently recording the impact that the crime has on victims and society;
- The role of the patrol officer;
- Tools developed to report hate crime. Officers attending receive a copy of the checklist on paper, as well as information on how to access it digitally, on the closed police network and their intranet;
- The use of these tools. The presenter talks through a one-page document outlining the tools;
- Examples of cases and incidents that have appeared in media reports;
- Tips and tricks on how to investigate and record the testimonies of victim and suspects;
- Questions on the above.

The second session introduces a scenario where participants can apply the skills and knowledge learnt during the first hour:

- A 'normal' crime is presented, but it has an underlying bias motive.
- Police officers have to identify this and then report it using the checklist.

36 sessions have been organised thus far, attended by approximately 1,300 frontline police officers.

The practice was implemented by:

- Integrating the session into existing internal training courses, instead of creating a new one;
- Creating a pool of trainers and planning who will hold the sessions (over the course of a year);
- Updating the existing checklist (both manual and police order) on hate crime and communicating about this update. Using examples cases which ended in a court verdict;
- Making the legal basis of the practice publically available;

³ Case Study selected by the Fundamental Rights Agency of the EU (FRA)

- Making the checklist available on digital platforms and integrate it into software and hardware used by the department – e.g. tablets, intranet;
- Acquiring suitable accompanying material (for instance, a one- or two-minute video);
- Looking for a suitably equipped space (video/audio);
- Producing a PowerPoint presentation outlining the goals;
- Testing the presentation;
- Holding a feedback session with stakeholders.

Initial feedback has been given by patrol officers about the practice. Some of their comments included:

- The training sessions are not overly long;
- The content is relevant;
- It has proved very useful in the field;
- The training was delivered at a level understandable for people in their field;
- It helped to open up a wider discussion about racism and discrimination;
- It gave them insights into the department's own diversity policy and projects related to it.

The practice has helped to improve hate crime reporting in numerous ways:

- By raising awareness of hate crimes within the police department;
- Positive media attention will reduce the number of unreported crimes;
- It has created an impression among the public that any questions posed or reports given to the police on hate crime will be professionally handled;
- Non-hate crimes (according to Belgian law) are now filtered out at the reporting stage;
- Police reports now contain all of the mandatory elements before being sent to court.

Critical success factors

- Short training sessions are effective.
- Keep any new training courses within existing budgets and/or integrate these into existing courses.
- Reduce the theoretical explanations used in sessions.
- Present police officers with real-life situations.
- Make it available on as many digital platforms as possible.

Elements transferable to other EU Member States

- Make sure that any form of training is kept short (one hour).
- Use of the hate crime checklist

CASE STUDY Nº 2

Bedfordshire Police (United Kingdom)

Link to communities (Bedfordshire Independent Advisory Group) and E-Learning

Independent Advisory Groups (IAGs) were formed in 2010. They provide an essential input to improving the quality of policing services to all communities. To effectively fight crime and protect the public, an independent advice which improves the accountability of policing through a transparent approach is needed. The body consists of two panels, the North IAG and South IAG. Both panels act as critical friends to Bedfordshire Police in ensuring that all police services, policies, procedures and practices are free from any kind of direct or indirect discrimination, regardless of age, disability, gender re-assignment, race, religion or belief, sex or sexual orientation.

Bedfordshire Independent Advisory Groups (IAGs) are formed by different members of the community. Internally we use strong and active staff support groups to enable the workforce to engage easily on matters of ethics, equality and inclusion. The Staff Support Groups include:

- Christian Police Association
- Disability Awareness Network
- BME Support Group
- Bedfordshire Police LGBT Network

Main activities of the IAGs are:

- Monitor, analyse and review Bedfordshire Police policies and procedures;
- Provide advice and support to Bedfordshire Police on both operational and strategic matters;
- Make recommendations and participate through the Bedfordshire Police structure to promote trust, confidence, respect, and partnership between Bedfordshire Police and the communities it serves;
- Works closely but critically and independently with Bedfordshire Police to improve the quality and effectiveness of Bedfordshire Police Service and community safety and cohesion.

E-Learning of police officers

The police department in Bedfordshire, up until 2015, had no training materials or e-learning provisions of any sort to train their staff on the idea of Unconscious Bias. They decided to engage with a private company (Marshall E-Learning) to develop an interactive and bespoke Unconscious Bias programme aimed at both Front-Line staff and Support staff.

Course Content included:

- Defining Equality and Diversity
- What does it mean?

- Barriers to Equality – Stereotyping, Prejudice & Discrimination
- The Equality Act 2010
- The Nine Protected Characteristics
- Discrimination and 7 Types of Discrimination
- Promoting Equality & Diversity in the Workplace
- Your role and responsibilities in promoting Equality and Diversity

Since its launch, e-course has been taken by 217 staff members at the Bedfordshire Police department (87% completion rate).

CASE STUDY N° 3

Law Enforcement Officer Programme on Combating Hate Crimes (Poland)

The Law Enforcement Officer Programme (LEOP) has been running since 2006 at the Polish police service, in cooperation with the Office for Democratic Institutions and Human Rights of the Organization of Security and Cooperation in Europe (ODIHR OSCE). The Ministry of the Interior and Administration is the programme coordinator.

The programme uses a cascade system: first, trainers are chosen from all regions of the country to take part in the train-the-trainers course at the national level. Then, they go back to their regions and **train police officers at the local level**. The national training lasts five days, the local training one day.

The local participants are police officers who are or could be directly confronted with hate crime in their daily work. The training programme is the same for all groups of police officers as it contains basic information about each aspect of combating hate crime. Apart from passing on expert knowledge, the training also works on participants' attitudes and their awareness of the problem. However, trainers adjust the content to the needs of the participants depending on participants' work (prevention, criminal etc.). Typically they change the proportion of time devoted to particular subjects or altering the type of exercises.

The training is conducted in cooperation with NGOs and minority groups' representatives who share their knowledge and experiences with participants -acting as trainers of chosen parts of the training or they are invited as guests.

LEOP training is obligatory and it is provided for police units across the country. It has been running since 2009 and training is still being carried out.

- The national train-the-trainers course took place in one of police academies. It was included into a system of specialised courses performed by the police services.
- The target group training took place at the local level. It was included into the system of vocational training performed for local police.
- The Ministry of the Interior and Administration monitored the programme and then worked on improving the effectiveness of the training.

Critical success factors

- Diligent preparation by trainers: selecting the right trainers, allowing enough time and opportunity for trainers to practice;
- Workshop convention for training: active methods and audiovisual materials, practical examples of the real events (from the country or even from the region where participants work), working on participants' attitudes, small training groups, training led by a pair of trainers;

- Experts assistance during the training: Representatives from NGOs and minority groups taking part as trainers or guests – the possibility of meeting the minority group representatives is perceived as important and interesting by police officers, and it creates contacts and cooperation between the police and civil society on the local level;
- Well-prepared materials for trainers: manual, presentations and multimedia materials (e.g. illustrating the events from the particular region or from the country), descriptions of exercises and other active methods;
- Materials for participants (e.g. leaflets, proposals for some additional literature);
- Supervising the training from the institution that coordinates the programme: e.g. direct training observation, analysis of evaluation surveys, obtaining information about particular aspects of the training that has been carried out, contact with trainers, providing help in preparing teaching materials and in gaining the external experts including those from police management units. Police management units are responsible for determining the directions of actions taken by police officers. Their attitude to hate crimes has a significant influence on police officers' way of acting when they come across hate crimes.

CASE STUDY Nº 4

Diversity Management Unit, Madrid Municipal Police (Spain)

Diversity Management Unit of the Madrid Police was created in 2016. Its general aim is to promote coexistence amongst diversity, as well as prosecuting (within their scope of responsibility) hate crimes, especially against religious minorities.

The objectives of the Unit are:

- To identify and make hate crimes visible;
- To facilitate the reporting of these facts to a specialized police officers, in order to identify and highlight the possible aggravating signs of racism, xenophobia and other forms of intolerance so that they can be investigated as such crimes and not hidden behind another criminal type;
- To carry out the investigation of the incident; contact the victim to perform the follow-up, checking if she/he has suffered the same incidents again and at the same time evaluating the level of satisfaction of the work done by the Officers; maintain contact, creating networks of work with associations that work with people who may see their fundamental rights violated;
- To promote and design collaboration agreements with associations, entities, NGOs, that work in defence of Human Rights, to prevent racism, xenophobia, LGTBI phobia and other forms of intolerance and/ or radicalization.

The main activities developed by the Unit are:

- awareness and empowerment meeting with the associations,
- registration and investigation of hate crimes and other acts of intolerance, especially online hate speech, less serious physical threats, threats;
- statistical report of events that occur in Madrid, even if the person has not reported to the policy;
- support for the victim, not only during the investigation process, but also to follow up on the event, in order to know if it has been overcome or if it has been repeated;

The Emergency and Security Training Center, from Madrid Municipal Police develops training courses on: Human Rights; Diversity Management and Hate Crimes; Detection and prevention of Racism, Xenophobia and Intolerance into educational centres; Mediation in diverse societies; attention at vulnerable victims; etc. Part of the courses are mandatory for the new agents and other part are optional, integrated in specialisation courses. The number of hours/each training depends of the type of course

- training in selective and promotion processes (10 hours of training on hate crimes and diversity management);

- specialization course in diversity management and hate crimes (24 - 60 teaching hours);
- updated course of knowledge of social networks (3 hours);
- training days on hate crimes (6 hours).

The contents of the courses are: Human Rights; Hate Crimes in the Criminal Law; the victims of Hate Crimes (different groups: LGBT; Roma population, homeless, immigrants...); religious management, social exclusion, urban violent groups, social networks.... Sometimes victims of hate crimes are involved in the courses, giving testimony and telling their life stories.

The Follow Up of the victims is organized by the Diversity Management Unit, depending of the kind and severity of the incident. It is usually done by phone calls, asking for his/her situation and solving potential doubts. The victim can be referral to other municipal or assistant units, depending of his/her necessities.

Diversity Management Unit is also coordinated with more than 100 NGOs and associations in order to collaborate and debate strategies against racism, xenophobia and intolerance. Five Technical Roundtables area also constituted:

1. Racism and Xenophobia
2. LGTBI
3. Religions
4. People with Functional diversity
5. Social Exclusion

Each Technical Roundtable meets twice a year, as a minimum. The main goal is to establish a good coordination between Local Police and civil society.

A 'Manual of police management of religious diversity' was prepared by the Diversity Management Unit in 2018, with the collaboration of different religious collectives. The document consists of a conceptual framework on the religious diversity existing in Madrid and also reflects on the regulations which shall be enforced by public authorities. The text also includes various indications on how police officers should behave in concrete situations in which their services are needed, such as in places of worship, the use of roads and public spaces or school cafeterias. It can be downloaded from:

https://www.esmadrid.com/sites/default/files/manual_para_la_gestion_policial_de_la_libertad_religiosa.pdf

CASE STUDY Nº 5

Program for the Police Diversity Management, Fuenlabrada Local Police (Spain)

The Program was launched from 2008. The main objectives are:

- sensitize the Local Community to prevent discrimination and hate speech, developing social awareness actions against these behaviors, and promote social intolerance towards this type of behavior;
- promote the reporting of hate crimes, guarantee the support (also psychological) of victims and contribute, in collaboration with other social and institutional actors, to an effective prosecution of these crimes and other discriminatory infractions;
- promote a broad coalition policy in collaboration with the local bodies dealing with the human rights defenders and the protection of hate victims and strengthen the coordination of the different areas and municipal services and cooperation with extra-municipal services competent in these issues;
- eliminate the hate speech on the walls of Fuenlabrada and control and pursue whatever occurs in the Internet;
- training for the municipal services professionals in the fight against discrimination and hate crimes, and in care for victims;
- maintain specialized police teams to serve the diverse society, and improve the procedures for police action to deal with hate crimes and other discriminatory behavior, and its coordination with the Municipal Victim Assistance Service
- guarantee the functioning of a specialized interdisciplinary service for legal and psychosocial care for victims of hate crimes and other discriminatory behavior; maintain and strengthen the Municipal Cultural Diversity Program, and maintain and strengthen citizen participation bodies that favor the meeting of municipal services with the diverse society, such as the “Mesa de la Convivencia” (Roundtable of Cohabitation) and the Citizen Security Commission for the Diverse Society.

Main activities are:

- Plan of Action against Hate, in which all crimes committed by racist and xenophobic incidents are included;
- Development of action protocols in the identification of racist incidents;
- Creation of awareness in minority groups and collaboration with communities (e.g.: the Islamic community of Fuenlabrada was the one that organized the demonstrations against the attacks in Barcelona);

The Municipal Victim Assistance Service works closely with the Local Police of Fuenlabrada offering different services to the victims of crime, especially those related to Gender-based Violence, racism, xenophobia and hate incidents.

Legal assistance:

- Information and advice on victim's rights
- Advice on legal proceedings
- Monitoring of the actions undertaken
- Activation of protection measures
- Coordination with other resources or with judicial bodies

In the field of psychological support:

- Emergency support
- Treatment aimed at overcoming trauma and reducing sequels
- Coordination with other resources

In terms of social support:

- Attention to urgent needs and risk reduction
- Information on resources and benefits
- Coordination and referral to specialized resources
- Advice on aid and compensations

In matters of mediation

- Extra-judicial mediation in conflicts

In coordination with local police they offer a monitoring and follow up of the victims in order to avoid revictimization and giving support to reintegration in a regular life.

Fuenlabrada Local Police are considered as a precursor and a model in the field of the fight against racism and xenophobia for other Spanish local policies.

Fuenlabrada police has accumulated over 10 years of experience in addressing and preventing discriminatory attitudes and behaviours also within the police. One of the main programmes carried out concerns the eradication of ethnic profiling practices and discriminatory bias in police identifications. Ethnic profiling "occurs when police pay disproportionate attention to persons based on their real or perceived racial, ethnic, religious, or national origin—as opposed to objective and reasonable grounds for suspicion". Apart the human rights concerns posed by ethnic profiling, Fuenlabrada police started its programme from the assumption that if police eliminates all useless ethnic profiling, it gains in efficiency. The effectiveness of police management has been also increased by reducing the number of identifications by 50%

In October, 2018 Fuenlabrada Police hosted a Study visit on community policing, for around 30 local police officers coming from Intercultural cities from all over Europe.

CASE STUDY Nº 6

West Yorkshire Police (United Kingdom)

Reporting, follow up and a close collaboration with Civil Society – against Hate Crimes

West Yorkshire Police work with partners to raise awareness of hate crime, increase reporting and support victims. These include the Police and Crime Commissioner for West Yorkshire, working regularly with hate leads in West Yorkshire local authorities, and other reporting services such as Stop Hate UK, Community Safety Trust, TellMama and Bradford Hate Crime Alliance.

Several and different ways are used in order to report hate crimes or incidents

A Hate Crime / Incident can be reported by:

- Phone (numbers depending if it is an emergency (999) or not (101))
- Online hate crime reporting form and also using a LiveChat facility
- Call in person at any police station
- If the victim or the person would rather not speak to a Police Officer, they can contact to Social Organizations
 - contact Bradford Hate Crime Alliance
 - contact Stop Hate UK - (free reporting App available)
 - contact True Vision
 - contact Tell MAMA for Islamophobic hate crimes or hate incidents
 - contact Community Security Trust (CST) for anti-Semitic hate crimes or hate incidents
 - use one of the independent **Hate Incident Reporting Centres** provided by Local Authorities across West Yorkshire

If the person thinks he/she has been the victim of behaviour you felt was inappropriate by a police officer or member of police staff you can report a police complaint

Hate Incident Reporting Centres are locations where victims of a hate incident may choose to report an incident and have control over the nature of the report, the type of investigation and support they need. Hate Incident Reporting Centres (HIRCs) offer anyone who has experienced or witnessed a hate crime / incident the opportunity to report it if they would prefer not to report it to the police. Most of the Centres are managed and updated by the five District Local Authorities within West Yorkshire. Alternatively, independent reporting services are available, such as Stop Hate UK, True Vision and Bradford Hate Crime Alliance.

West Yorkshire Police Works closely with public and civil organizations through the **Hate Crime Scrutiny Panels**. Members of the public and local Police Officers come together every six weeks to scrutinise how the Police have responded to hate crime / incident reports. These are called Scrutiny Panels. The Panel will select a sample of reports made and look at how they have been dealt with. Their recommendations are acted upon as appropriate.

CASE STUDY N° 7

Metropolitan Police Service (MPS), London, (United Kingdom)

Analysis and monitoring of allegations of racist behaviour by MPS officers or staff

https://www.policeconduct.gov.uk/sites/default/files/Documents/research-learning/Report_on_Metropolitan_police_Service.pdf

Allegations of racism and discrimination against MPS officers or staff fall into different categories. Sometimes they are allegations of blatant racist actions or behaviour, such as racist name calling, or using racist language –usually underpinned or accompanied by other overtly negative behaviours, such as intimidation, harassment, bullying or lack of professional service delivery. However, the actions complained of may also take the form of covert racism, where people of different racial, ethnic or national background are in fact treated in a discriminatory way, unfairly or poorly. In some cases, this is intentional. In others it is unintentional, as a result of subconscious negative racial stereotypes that inform or influence behaviour or attitudes.

The MPS developed an investigation to analyse these allegations to determine how well they are dealing with allegations of racism and discrimination made against its officers or staff, and what more needed to be done to improve public confidence in this crucial area.

A number of examples of good practice were founded, but they did not represent the experience of the majority of complainants whose cases were reviewed, and they tended to be cases where the complaint or complainant had a public profile, or the support of an organisation. All too often the MPS's handling of complaints alleging racism was not sufficiently robust, fair, or customer focused. Even more, where complainants had been charged with a criminal offence, including such minor matters as fixed penalty notices, the investigation of complaints was delayed inappropriately.

Poor communication with complainants, and reluctance to locally resolve complaints effectively where appropriate, have been a constant theme not only in the MPS approach to race complaints but also in its complaints handling generally.

The main recommendations done by the survey are:

1. Improving the complaints system to be more effective and increase the trust of the communities, in particular of the confidence of young people who are the most likely to be stopped and the least likely to make a formal complaint.
2. Training and guidance for all those who deal with complaints from the public. Specially the skills and knowledge needed to recognise and deal with allegations of both overt and covert racism.
3. A programme of dip sampling and quality control of race complaints, using some external expertise
4. Using complaints to effect changes in policing policy and practice; to
 - Identify systemic issues arising from complaints;

- Provide mechanisms for feeding this into training, supervision, performance review and policy development at MPS and borough level

The Independent Police Complaints Commission has developed a Guideline for handling allegations of discrimination⁴. The guidelines set the standards that complainants, families and other interested parties should expect when allegations of discrimination are made against the police. They are also the standards that we will hold police forces to when we make decisions on appeals and are those that we will apply when we carry out our own investigations into allegations of discrimination.

⁴ https://www.policeconduct.gov.uk/sites/default/files/Documents/research-learning/guidelines_for_handling_allegations_of_discrimination.pdf

CASE STUDY Nº 8

The Rotterdam Charter, The Netherlands

Rotterdam-Rijnmond Police, Rotterdam City Council and RADAR. The Netherlands

<http://www.legislationline.org/documents/id/8562>

The Rotterdam Charter was published in 1996 as an initiative which has grown out of the partnership between the Rotterdam-Rijnmond Police, Rotterdam City Council, and RADAR - the anti-discrimination organisation for Rotterdam. This three-way partnership reflects their view that needed changes in policing cannot be achieved by the police alone. While the police have the primary responsibility for dealing with these matters in all countries, their success depends on their cooperation with the civil authorities and non-governmental organisations (NGOs) that address ethnic issues.

The Charter itself is a document which identifies the kinds of actions which need to be taken if 'policing for a multi-ethnic society' is to become a reality across Europe. It covers topics such as training on ethnic issues, the recruitment and retention of officers specialized in minorities, enforcement of applicable laws, partnerships with ethnic minority communities, and the management of crime statistics broken down by ethnic group.

One of the main key is the recruitment of police officers from minority ethnic communities; it will have an added cultural value that will be beneficial to the police department as well as to the society as a whole. Ethnic diversity can benefit the entire organisation and as a result promote professionalism.

Regarding training programs, The Charter specifies:

Training of Police Officers

1 - Management tool

Training is one of the most important management tools for creating a professional and multicultural police force that is able to provide services for a multicultural society.

2 - Goal-orientated Training

It is important that training is not regarded as the primary goal but rather as an integrated part of policing a multi-ethnic society. Training can assist the management to develop a clear mission statement on this issue. The management's first responsibility is to establish the conditions to help facilitate the necessary changes.

3 - Training as a Tool in Creating Commitment

Obviously, police officers must be committed to the necessity of changing the monocultural character of the police force to a multicultural one on every level of the organisation. Training can be an effective tool for developing such commitment by enhancing appreciation of the

police as an agent of cohesion in society. The police officer's attitude towards and commitment to these changes is crucial in determining their success.

4 - Police Training Schools must Anticipate

The change from a monocultural into a multicultural organisation is not only the responsibility of the operational police department. In order to adapt training practices to deal with the multicultural work place, police training schools must take advantage of the real life experiences of police officers.

5 - Basic Training

Basic training should also deal with issues like recognising elements of racially motivated behaviour, appreciating its importance and learning how to respond in a professional manner. This also includes possessing skills to deal with reports of racial incidents.

6 - Attitudes

Police officers must also be made aware of their own attitudes towards these issues. Training should help to ensure that officers' personal attitudes are consistent with professional ethics. There should be formal procedures to deal with any manifestations of racist attitudes by police. This professionalism will contribute to the credibility of the police in society.

7 - Cultural Differences

Because a culturally diverse society requires the police to adapt, it is essential that the entire police organisation is able to overcome any difficulties arising from cultural diversity. Barriers to intercultural understanding and communication, both within the police organisation and while serving the community, must be challenged. In addition, training should aim at adapting existing skills and methods, so as to be able to deal professionally with situations where different cultures meet or clash.

8 - Biased and Antagonistic Thinking

Often police contacts are limited to people living in and dealing with troubled situations. The contacts are mostly initiated by the police, and in response to negative circumstances. As a result, police work usually promotes an increased risk of 'opposed and biased thinking' about minorities, which can have harmful effects. Therefore, projects which promote positive images should be encouraged.

As a key institution in society, responsible for safeguarding the rights and freedom of individuals, the police must develop their skills, knowledge and competence to respond professionally to increasing diversity in society. Training should allow officers to reflect on their experiences on the job, and to remain aware of the importance of safeguarding the principle of equal treatment.

9 - Partnerships in Training

The police need to involve NGOs and/or people from minority ethnic communities in training programmes, as they are also the recipients of police services. In addition, they should be involved in programmes which train the instructors on aspects of cultural diversity.

CASE STUDY Nº 9

Swedish Police Authority (Sweden)

Special hate crime investigation police teams

Aim: To effectively investigate and combat hate crimes by establishing a specific units in the police regions of Stockholm, West and South that have the ability to combat hate crime and other criminality that threatens fundamental rights and freedoms and the free formation of opinion. Besides investigating hate crimes, democracy and hate crime units work with confidence-building measures in the form of consultation meetings with vulnerable groups. The units also provide assistance to the local police districts and the police contact centres through training programmes at the regional and local level

Activities and methods:

Swedish Police Authority has an intern organisation for investigation hate crime. In the big cities Stockholm, Göteborg and Malmö there are special hate crime investigation teams. Each unit consists of about ten employees, when they are at full strength, and is led by a unit head. All police regions have specialist investigators even if they are not put together in a team. All regions have prepared action plans for how they will increase their ability to counteract hate crime. All regions have put part of their staff through professional development training in the form of nationally organised programmes. The specialist's teams gather a lot of knowledge. They act as mentors for the four police regions that has not a team by their own. At national level, the national operating department (UC Stockholm) of Swedish Police are responsible for keeping the organisation together in a network.

The police's intranet, Intrapolis, offers support and guidance on how the investigation process for hate crimes should be pursued. This applies to initial measures, investigation and preliminary investigation management. Specific information has been communicated to the police contact centres regarding what the staff should keep in mind when receiving reports. In 2015-2016, national training has been implemented in the form of three training programmes lasting two days each and an advanced pilot programme of five days. Now, there are 5 days educations for hate crime investigators at Uppsala University instead. The mentor hate crime teams are supplying the other police regions with education. Victims of crime and personal security division (BOPS) have been established in all police regions. Collaboration has been pursued at the national and regional levels between hate crime officials and BOPS. BOPS is responsible for taking care of hate crime victims who need support and protection. BOPS is also responsible for contacts with the media houses and local politicians in each region, concerning the need for support

CASE STUDY Nº 10

Garda Síochána (Ireland)

In April 2000, the Garda Síochána established a Racial, Intercultural & Diversity Office (GRIDO). Within GRIDO, staff “co-ordinate, monitor and advise on all aspects of policing in the area of diversity.” Those staff members are supposed to be available to the public and to the garda organisation to provide advice and support. A number of Garda Ethnic Liaison Officers (ELOs) have been appointed to: liaise with representatives of ethnic minority communities and ‘hard to reach groups’; inform ethnic minorities of garda services; monitor racist incidents; liaise with victims of racist incidents and ensure that they are afforded adequate protection; liaise with local organisations providing support for victims of crime; and ensure that members of ethnic minority communities are aware of local and national victim support services; support integration at community social events and community policing initiatives; develop initiatives at local community level to facilitate and encourage integration; assist in the investigation of racist incidents and ensure that appropriate support mechanisms are available; monitor the delivery of appropriate policing services; and visit Reception Centres for Asylum Seekers and Refugees to make residents aware of Garda services and the role of ELOs

Garda Ethnic Liaison Officers (ELO) are trained to provide specific support and advice to victims of racist incidents. If you report an incident of racism, the Gardaí will inform you of the designated Liaison Officer in your area. The Gardaí also provide a Liaison scheme for the Lesbian, Gay, Bisexual and Transgender Community. Officers are trained to provide support to victims from the LGBT community and encourage reporting of homophobic crime.

SOME USEFUL RESOURCES FOR TRAINING LOCAL POLICE

Hate Crime training for Law Enforcement and Criminal Justice Authorities: 10 Key Guiding Principles

(EU High Level Group on combating racism, xenophobia and other forms of intolerance)
February 2017

The purpose of the document is to provide Member States' authorities and other relevant stakeholders with a compilation of key guiding principles on how to ensure effective and quality hate crime training for law enforcement and criminal justice authorities.

The development of hate crime training curricula and their delivery on a regular and systematic basis is necessary for law enforcement and criminal justice authorities to build their own capacity and fulfil their primary responsibility of ensuring an adequate response to hate crimes. Two of the main objectives are:

- Ensuring that police are equipped to effectively investigate hate crimes, uncover bias motivation, protect victims and refer victims to appropriate support
- Ensuring that police and prosecutors are equipped and confident to engage with affected communities, to explain how hate crimes are investigated and prosecuted and how they can work with communities to prevent and effectively respond to hate crime;

Relevant key guiding principles are:

1. Hate crime training can be delivered as part of an overall fundamental rights based approach to law enforcement and criminal justice, and thus embedded in more general training on human rights or non-discrimination
2. Develop a methodology to assess training needs: The design of national or local hate crime training programmes should always be supported by a thorough training needs' assessment. These allow training programmes to be customised to the specific national or local context
3. Customise programmes on the basis of the identification of target personnel. An accurate identification of target personnel is key to ensuring that a training can achieve its desired outcomes. Such identification should be based on the training needs' assessment and take into account the organisational structure of the law enforcement and criminal justice agencies (i.e. federal/local; existence of specialised departments/units; hierarchical structure; etc.).
 - training the executive: including high level officials among training targets can play a key role in building leadership and commitment of the executive in preventing and countering hate crimes
 - training a mixed audience within a single target group (e.g., as regards police, police officers with different level/functions): developing training for different categories belonging to a same target group allows strengthening the understanding of needs and challenges for the different actors of a same

process and can contribute to enhanced cooperation and the streamlining of relevant procedures;

4. Develop a model of structured cooperation with civil society: Civil society and community-based organisations can bring specific added value to the planning, preparation, delivery and evaluation of hate crime trainings. These actors play a key role both as trainers and as advisers, including as regards
 - addressing the authorities' attitudes
 - bringing the victim's experience and perspective and facilitating the involvement of victims or victim groups
 - offering specialist intelligence and knowledge about the specificities of bias indicators affecting particular groups and on local hate crime patterns and trends
 - building the skills of public authorities to effectively engage with communities and improve their confidence

Furthermore, practical cooperation for training purposes can result in a concrete opportunity to develop effective partnerships and address existing barriers, both practical (limited contacts between civil society and/or community-based organisations and the authorities) and in terms of overcoming mistrust and prejudice on both sides.

5. Combine different training methodologies, including practice based sessions: An effective hate crime training programme should combine different types and methodologies of training, including: reading based, including through the development of educational material for self-study; interactive, including through the creating of a learning environment based on team work; practice based and hands-on, focussing on operational experience. In particular, the use of case studies (including case studies from other countries) and the development of operational guidelines, instructions and checklists is key to provide detailed and practical information on how to deal with difficult operational situations or transfer and develop skills to be able to apply in practice guidelines and instructions.
6. Consider the development of train-the-trainers programmes: Train-the-trainers models can enable building a pool of competent instructors who can subsequently lead to cascade trainings, ideally, peer-to-peer. The advantage of this model is its wide reach and the possibility of progressively building capacity within the target group, also ensuring a more effective use of resources.
7. Focus on achieving targeted overall objectives through quality content: hate crime training curricula should be designed with a view to the following, complementary, overall objectives
 - raising awareness, fostering empathy, addressing attitude aspects, including vis à vis specific groups and communities
 - improving knowledge of basic concepts and of the national and international legal and policy framework, and its application

- transferring and developing practical skills to more effectively deal with hate crimes and ensure adequate support to victims, in light of the role and functions of each specific authority
8. Develop targeted training modules to address specific forms of intolerance: hate crime training programmes should also include targeted modules designed to address the specificities of certain forms or manifestations of intolerance, such as Antisemitism, anti-Muslim hatred, anti-migrant hatred and xenophobia, antigypsyism, Afrophobia, homophobic and transphobic hate crime, hate crimes against persons with disabilities, etcetera. Intersectionality is also an issue to which hate crime training should pay particular attention. These types of targeted training, which can be designed with the help of civil society organisation and community actors, can help creating specific understanding of a group at risk of hate crimes, and can prevent double victimisation.
 9. Link hate crime training to mainstream performance review processes: hate crime training should be included as an integral part of compulsory or basic training programmes for law enforcement and criminal justice authorities. Compulsory training can and should be complemented by advanced and specialised training programmes, modules, seminars, workshops and conferences which could offer in-depth and more targeted knowledge and guidance to those officials who are likely to be faced with the handling of hate crime cases
 10. Ensure regular monitoring and evaluation of training outcomes: Procedures ensuring a regular monitoring and evaluation of training outcomes should be put in place, which should ideally include trainers' and trainees' self-evaluation and feedback from concerned groups (victims/victims' support services, community groups).

Fundamental rights-based police training: A manual for police trainers

by the European Union Agency for Fundamental Rights (FRA), 2019

Police officers who ensure that people are able to exercise their fundamental rights and freedoms earn the respect and trust of the public. With this in mind, this manual by the European Union Agency for Fundamental Rights (FRA) sets out to foster such human rights-based police work by integrating human rights training into the heart of police training, in line with the European Union's goals in the field of justice and home affairs. In so doing, the manual translates 'high' principles into specific practical exercises that facilitate police work, and supports police officers in internalising the concepts that drive human rights-based policing – helping to ensure that they are equipped to make the right choices in their daily work. The manual focuses on crucial police-related issues, such as diversity and non-discrimination, the absolute prohibition of torture, and also the human rights of police officers. Tried and tested with different police academies in the EU, the manual is intended as a practical tool for implementing fundamental rights-based policing in the EU.

The manual contains the basic elements of a practical and learner-oriented training programme on police and human rights. Trainers will need to supplement this material with other sources if they wish to focus on particular issues in more detail. It consists of six modules which deal with key elements of a human rights approach to policing, plus a set of annexes with additional material.

- Module 1: Human rights basics
- Module 2: Policing from a human rights perspective
- Module 3: Human rights analysis – the obligations to respect and to protect
- Module 4: The prohibition of torture and inhuman or degrading treatment or punishment
- Module 5: Diversity, equality and non-discrimination
- Module 6: Human rights of police officers
- Annexes containing: workshop programmes; basic guidance for trainers; case study preparation – tips; compilation of practices

Complete Manual can be downloaded from:

https://fra.europa.eu/sites/default/files/fra_uploads/fra-2019-fundamental-rights-based-police-training-re-edition_en.pdf

2013 version is available in Spanish

<https://fra.europa.eu/en/publication/2013/fundamental-rights-based-police-training-manual-police-trainers>

Training against Hate Crimes for Law Enforcement (TAHCLE)

TAHCLE is a programme designed to improve police skills in recognizing, understanding and investigating hate crimes. Implementation of the programme should improve police skills in preventing and responding to hate crimes, interacting effectively with victim communities, and building public confidence and co-operation with law-enforcement agencies. TAHCLE is designed and implemented by the Office for Democratic Institutions and Human Rights (ODIHR) of the Organization for Security and Cooperation in Europe (OSCE).

TAHCLE is a short, compact and flexible training programme. It is designed to be integrated into other training efforts, drawing on existing resources and curricula of police training institutions. Typically, a TAHCLE course for police officers takes just one full day.

TAHCLE can be provided directly to police commanders, officers, cadets, trainees and investigators as pre-service or in-service training. It is best implemented, however, through a “training of trainers” methodology, in which local police are trained as instructors, and they then train their colleagues. A course to train trainers typically lasts three days.

<https://www.osce.org/odihr/tahcle?download=true>

HELP Programme (Council of Europe)

<https://www.coe.int/en/web/help/home>

The main objective of the Council of Europe Programme on **H**uman Rights **E**ducation for **L**egal **P**rofessionals (HELP) is to enhance the capacity of legal practitioners, in all 47 Council of Europe member states and beyond, to apply the European human rights standards in their daily work. This is done through the HELP online courses that cover a range of human rights topics.

Legal professionals, who are at the forefront of the protection of human rights, must know the European human rights standards to apply them effectively. Therefore, they deserve high-quality training, which the Council of Europe HELP Programme provides. Furthermore, HELP online courses can be tailored to the different needs of countries, institutions and professionals. Since 2015, other professionals are increasingly interested in accessing HELP courses such as court staff, prison or probation officers or health practitioners.

The courses are free and of the highest quality as they have been developed with the top experts of the Council of Europe, including lawyers from the Registry of the European Court of Human Rights. Partners like EJTN, CCBE or FRA also contribute with their expertise.

The access to the **HELP e-learning platform** is free and open to anyone who creates an account on it. In January 2020 the HELP online platform had more than 43 000 active users.

The police must have knowledge and understanding of national and international legislation to combat the hateful practices mentioned above. The most relevant international standards in the policing field are those of the Council of Europe's European Convention on Human Rights, European Union treaties, directives and regulations, decisions of the Council of Europe's European Court of Human Rights and of the Court of Justice of the European Union, and recommendations from the European Commission against Racism and Intolerance, the Council of Europe Human Rights Commissioner and the European Parliament⁵

Some of the on line courses available through HELP platform are:

⁵ Intercultural Cities: Manual on Community Policing. David Martín Abanades. Council of Europe. 2019

- ✓ Access to Justice for women
- ✓ Admissibility criteria for applications submitted to the European Court of Human Rights
- ✓ Alternative measures to detention and community sanctions
- ✓ Asylum and the European Convention on Human Rights
- ✓ Business and Human Rights
- ✓ Child-friendly Justice
- ✓ Combating trafficking in human beings
- ✓ Counterfeiting of Medical Products and Crimes against Public Health (available only as a tutored course)
- ✓ CPT Standards
- ✓ Data Protection and Privacy Rights
- ✓ Family Law and Human Rights
- ✓ Fight Against Racism, Xenophobia, Homophobia and Transphobia
- ✓ Freedom of Expression and the European Convention on Human Rights
- ✓ Hate Crime and Hate Speech
- ✓ Human Rights in Sport
- ✓ Internal Displacement
- ✓ International Cooperation on Criminal Matters
- ✓ Introduction to the European Convention on Human Rights and the European Court of Human Rights
- ✓ Key Human Rights Principles in Biomedicine
- ✓ Labour Rights as Human Rights
- ✓ Pre Trial Investigation and the European Convention on Human Rights
- ✓ Procedural Safeguards in Criminal Proceedings and Victims' Rights
- ✓ Prohibition of Ill-Treatment in Law Enforcement, Security and Other Coercive Contexts
- ✓ Property Rights and the European Convention on Human Rights
- ✓ Radicalisation Prevention
- ✓ Reasoning of Criminal Judgments
- ✓ Refugee and Migrant Children
- ✓ Right to Liberty and Security - Article 5 of the European Convention on Human Rights
- ✓ Right to the Integrity of the Person (Bioethics)
- ✓ Right to Respect for Family and Private Life - Article 8 of the European Convention on Human Rights
- ✓ Rights of Persons with Disabilities
- ✓ Transitional Justice and Human Rights
- ✓ Violence against Women and Domestic Violence

Intercultural Cities: Manual on Community Policing

Council of Europe, March 2019

This manual shows that the community policing model is the most appropriate to handle – in an effective way – the conflicts that arise in intercultural societies, preventing them from becoming major social conflicts. A police service that understands that the basis of the problem is usually a lack of mutual knowledge, a police service that is designed and trained to listen to the parties, analyse the problems, propose solutions and evaluate the results of those solutions with the participation of society, is the police service that will best respond to the conflicts of today's diverse societies.

The Manual provides key concepts and recommendations for training and specialization and for Evaluation including impact indicators.

<https://rm.coe.int/intercultural-cities-manual-on-community-policing/16809390a5>

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