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AGREEMENT BETWEEN THE INTERFEDERAL CENTRE
FOR EQUAL OPPORTUNITIES
AND THE FEDERAL POLICE

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Foreword

Diversity is inherent to our society. Gender, origin, culture, religion, orientation, competences – these are what make our society so rich and so lively. People are different, that is a fact, and that is why it is so exciting to live together. But it is also a challenge, because a lack of understanding or ignorance can lead to misunderstandings and conflicts. And sometimes, in this case, we call the police. As police officers, everything depends on knowing how to manage these differences, showing understanding and respect for diversity, and setting a good example; as guardians of the law and as a public service.

Diversity is not a task, it is a state of mind we have to work on. And we do this by regularly drawing attention to this issue, through awareness campaigns, training sessions, the Holocaust, Police and Human Rights project at Kazerne Dossin in Mechelen, partnerships and workgroups. We also encourage equal opportunities, we are absolutely opposed to all forms of discrimination, and we encourage the adoption of neutral human resources management processes.

Mutual respect, creativity, diversity, talent, a sense of service and trust, and both feet at the heart of society: this is what we work on day after day.

*Catherine De Bolle,
General Commissioner of the Belgian Federal Police, divisional commissary*

Introduction

In certain situations, there can be tensions between police work and fundamental human rights as well as the principle of non-discrimination. That is why, as an institution and an employer, the police must establish the principle of non-discrimination right across the board. The need for collaboration and training in human rights was expressed in these terms in a manual published in 2013 by the European Union Agency for Fundamental Rights (FRA)¹:

“Police training is the first and most significant step towards shaping more effective and professional policing in the future. Human rights-based training helps participants to proactively respect and protect fundamental rights. It ensures that the use of force is exercised in accordance with the principles of legality, necessity and proportionality – principles that are fundamental to the development of just societies. Such training will therefore enable police officers to fulfill the role envisaged for them in the European Union’s roadmap for work in the area of justice, freedom and security.”

In the fight against discrimination, hate speech and hate crime, the Interfederal Centre for Equal Opportunities (hereinafter referred to as the 'Centre') works with different partners. One of them, the integrated police (the 'police'), plays an essential role in this respect:

The police as a partner in the fight against discrimination, hate speech and hate crime

The Centre has extensive legal expertise and, therefore, the police is an extremely important partner in the fight against hate crime, organised racism, criminally punishable discrimination, etc.

The policy of diversity within the police

Just like any institution, the police is also faced with the issue of diversity internally. To what extent is the origin, sexual orientation, gender, disability or state of health of candidates taken into account during recruitment? How are police officers subsequently received in the units to which they are deployed?

On the other hand, the police has to face the population’s growing diversity in its contact with citizens. How does it manage this external diversity? And how does the population perceive a police force that is sometimes not very diversified itself?

The police as perpetrator and/or victim

Police officers can also be guilty of hate messages or hate crimes. They can also refuse to take into account cases of discrimination in their daily work by refusing to write a report, for instance.

By the same token, police officers can also be the subject of mockery or harassment by their colleagues or citizens because of their origin, religion, sexual orientation or any other personal characteristic.

¹ FRA (2013) Fundamental rights-based police training. A manual for police trainers.

In keeping with this collaborative approach, the Centre is delighted that the **Federal Government Agreement of 9 October 2014** explicitly mentions, on page 136, the current challenges and asserts that *“the government shall ensure that diversity is promoted in police departments”*.

The police and the Centre have been working together closely since 1996 in order to bring this ambition to fruition and fully integrate diversity in the existing processes. This partnership is governed by an agreement between the minister of the interior and the Centre. This creates a clear framework in which the police and the Centre can continue to work in partnership to fight discrimination, hate speech and hate messages. Insofar as this agreement is unlimited in time, it also allows them to elaborate a multi-year vision together for joint actions.

A collaboration based on three pillars

Within the framework of this partnership, the Centre and the police have chosen a multifaceted and integrated approach aimed at taking long-lasting, structural action in favour of greater diversity. The current partnership is based on three essential pillars which are complementary, with each bringing an added value to the collaboration:

1. diversity training;
2. support for the integrated police’s Community of Practice Diversity;
3. support for structural diversity management projects.

These three pillars are the subject of specific comments in Chapter 2, ‘Activities within the partnership’s framework’. In Chapter 1, ‘Ethical competences in the fight against discrimination and racism’, we have firmly opted for another approach this year: to analyse in greater depth a certain number of horizontal observations within the framework of the collaboration between the police and the Centre, based on both external and internal contributions. Besides the diversity training pillar, we have fully focused on implementing structural projects over the past few years. This has allowed us to pinpoint obstacles and structural challenges within the police organisation. We therefore hope to provide an initial boost to modify processes, if necessary, and initiate a policy likely to truly integrate diversity within the police force.

We hope you enjoy reading the report.

Patrick Charlier, Acting Deputy Director

Jozef De Witte, Director

Chapter 1 Ethical competences in the fight against discrimination and racism

1.1. Theoretical insight into ethical competences

External contribution: Ethical competences² – Annelies De Schrijver

The decisions police officers make can have a profound impact on the lives of citizens. The police has the monopoly over legal violence; it is thus authorised to use a wide assortment of means of coercion that violate fundamental human rights (Ringeling & Van Sluis, 2011). For police officers to be able to exercise their power in a democratic society such as ours, it is essential that this power is legitimate. Integrity is a vital component of this legitimacy (Van den Broeck & Bourdoux, 2008; Huberts, 1998). This means both avoiding any attack on integrity (Huberts & Naeyé, 2005) and managing the moral dilemmas that police officers are faced with in their work (Maesschalck, 2005). We shall focus on the second aspect, which we shall refer to as ethical competence: a set of knowledge, know-how and attitudes that constitutes an underlying characteristic of police officers and is linked to flawless behaviour in police work. A framework composed of 12 items will help us to explain this knowledge, know-how and these specific attitudes and to organise them into four sub-competences (Annex 5.3). To clarify the contents, our starting point will be a hypothetical dilemma, insofar as it is possible, where a police inspector is witness to a colleague committing an act of racism: when a man of Moroccan origin comes to the police station to report the disappearance of his 16-year-old daughter, the colleague in question answers, *“she has most probably run away to escape from one of their arranged marriages”*.

The first sub-competence of ethical competence is ‘compliance with the rules’. A police officer who has acquired ethical competence must be aware of the law, regulations and directives that govern the procedures of the code(s) of ethics (item 1). But knowledge is not enough: they must also be able to apply the rules in specific situations (item 2). In the dilemma in the example, this means we can expect the inspector to know that their colleague’s behaviour is an offence and that they must intervene. However, this knowledge and these aptitudes only mean something if the police officer has a positive attitude towards the rules (item 3). **The second sub-competency is ‘moral sensitivity’:** a police officer who acts in an ethical way must fully understand their function as a role model in society (item 4). Item 5 refers to the ability to not only detect a moral dilemma, but also the ability to think of different ways of solving it and think about the possible short-term and long-term consequences. In our example, the inspector could suggest several solutions: (a) pretend they have not heard anything, (b) intervene immediately by “first telling off their colleague” and then helping the man of Moroccan origin themselves, (c) tell their colleague later that they have not acted appropriately. These competences can only be brought into play if the police officer shows empathy, allowing them to both understand the other person’s point of view and to share what they feel (item 6). **The third sub-competency, ‘moral reasoning’, includes three aspects** combining knowledge, know-how and attitudes. First of all, a police officer who has acquired ethical competence must be familiar with three types of moral argument (item 7), depending on whether these arguments refer to (1) rules and procedures, (2) the consequences of a behaviour for others and (3) the consequences of a behaviour for the person themselves. Item 8 refers to the ability to effectively apply these three types of argument to a specific type of moral dilemma. In the abovementioned case, the inspector could, for instance, envisage the following arguments: (a) their legal obligation to intervene, by possibly informing their superiors of this incident; (b) the risk, if they do not report the problem, of their colleague continuing to behave in this way in the future, to the detriment of the service rendered to the public; (c) the need to report the problem so that they are not considered an accomplice. Here too, the knowledge and

² The majority of this introduction is taken from: De Schrijver (2014, pp. 17-42) and De Schrijver en Maesschalck (2013).

know-how that constitute this sub-competency are only useful if they are supported by a 'good attitude' (item 9): the flexibility or the ability to admit that there is never only one solution to a problem. **Finally, the fourth sub-competency is 'moral motivation and moral courage'.** 'Knowledge' of the context demands an understanding of the hierarchy between the three abovementioned types of moral argument: the rules and consequences for others are considered more important than selfish arguments (item 10). Item 11 corresponds to the actual ability to also apply this in the decision-making process. As for item 12, it relates to essential attitudes: autonomy and moral courage. Autonomy means that ethically competent police officers make their own decision in a moral conflict while moral courage is required to implement a difficult decision.

This 12-item framework of ethical competence is relatively complex, but its major advantage is that it allows us to make a detailed assessment of the ethical competence (or certain parts of it) of police officers. For instance, it can be used to work on the levels of ethical competence or to question the impact of a training course on this competence. Having said that, we can also make a broader interpretation and see it more as a framework of ethical competence in itself, rather than as a framework of ethical competence for police officers. This way, it can serve as a guide for self-analysis both in terms of functioning on an individual level and on an organisational level, as in this annual report.

Annelies De Schrijver

'De weg naar politie-integriteit. Een longitudinaal onderzoek naar de ontwikkeling van ethische competenties van aspirant-inspecteurs.' 2014³

1.2 Respect for the regulations: knowledge, know-how and attitudes in the fight against discrimination, hate speech and hate crime

Legality is one of the police's key values (De Schrijver, 2014, p. 33). And the police is an important partner for the Centre – which brings its legal expertise to the criminal aspect of the issue – in the fight against punishable cases of discrimination, hate speech and hate crimes.

To fight against discrimination, it is essential that police officers have knowledge of the anti-discrimination laws, that they are capable of establishing proper reports and that they recognise the importance of this legislation in our society.

In our training courses dedicated to anti-discrimination laws, we integrate these three components: knowledge, know-how but also attitude towards the law. The legislative framework is key to the two-day course on discrimination for reference police officers, the two-day course on homophobia and the one-day course on the anti-discrimination and anti-racism law.

During these training courses, we noticed that police officers are not very familiar with the legal content of discrimination, hate speech and hate crimes; many participants are barely aware of the regulations in force.

The views of some people tend to show that they do not really understand the impact of an act of discrimination on a victim and they sometimes tend to trivialise it (*"well, there are plenty of cafes, they can go to another one if they're not allowed in"*). On the other hand, participants admit that they do not always write a report in cases of discrimination. As a result, during training sessions, we emphasise the need to adopt a professional attitude and we reflect on the traps of stereotypes and prejudices.

It is necessary to leave enough time for the participants' questions. Recognizing the importance of legislation is indeed necessary to be able to apply the knowledge and know-how acquired during the training (De Schrijver, 2014, p. 34).

These observations confirm the need to reinforce the dialogue with the police; that is why the Centre is delighted it was able to set up the training course in 2014 for reference persons in terms of discrimination and hate crimes (COL 13/2013) (see below: 2.1.1 'Training'). Since one of the main objectives of this training is to create a network, the Centre chose to organise it according to judicial district and in partnership with different

³ The references can be found in Annex 5.4

organisations involved⁴ in the fight against discrimination and racism. The presence of these partner organisations, just like that of the public prosecutor are, of course, considered an added value by reference police officers.

Agreements concerning the continuation of the collaboration guarantee the sustainability of this training.

External contribution – Didier Demelin – reference police officer for ‘hate crimes and discrimination’

All members of the police force serve a society where everyone is different. The diversity that characterises our society is increasingly visible and is constantly expressing itself, which in itself is an important development of our democracy. Every human being has the right to be what they are. Diversity takes on different forms: men and women, skin colour and different origin, heterosexuals and homosexuals, able-bodied and disabled, young and old, differences in philosophical and religious beliefs, etc. This diversity is a source of great wealth, but it can also be a source of discrimination both within the police force and among the population. This has led to the appearance of laws and directives in this domain to help police staff in their daily tasks.

The police is very active in social life. It guarantees the individual safety of citizens’ and the democratic evolution of the whole of society. Minorities require special attention, considering their vulnerable situation in society. All citizens, regardless of their origin, religion or gender, should be able to benefit from the same level of service. In view of its role with regard to safety, the police constantly monitors the rights and duties of all citizens and sends out an important message through its interventions. It is exactly for this reason that internally, it must be the guarantor of an integrity that reflects the characteristics of today’s society.

The police must be open to diversity within its internal management. In order to be a successful organisation, it must reflect the society in which it operates. As a public service, it serves as an example to recruit staff according to the candidates’ competences, regardless of their origin, religion or gender.

Furthermore, it is clear that the public authorities want to tackle the problem of hate crimes. All the police areas and all the public prosecutor’s departments must appoint a reference person, so that any victim of any form of discrimination can go to the police. The number of complaints concerning hate crimes is still relatively low. For a large number of citizens and police officers, hate crimes remain a complex subject, which is why they hesitate to report them to the police. To have a better view of this complex subject, it is therefore important for all reference police staff to take part in training specifically aimed at them (see 2.1.1).

All crimes motivated by hate must be prosecuted. The public authorities are therefore sending out a clear message to society indicating that we cannot tolerate such discrimination.

The police must take different measures to support this approach:

1. On a strategic level, it must anchor this approach in its zonal security plan. This also leads to harmonisation with other partners in the security chain, all the more so since there is a yearly follow-up within the zonal security board.
2. All operational staff must know that any offence linked to any kind of discrimination can be considered a hate crime and must be treated as such.
3. Taking care of victims requires knowledge of the network of reception services for victims of hate crimes. The police must therefore be involved with a large network of organisations and services to relay the information to the victims.

For commanding officers, the appointment of a reference person is a lever that helps to integrate the approach to hate crimes in the police zone’s way of working.

Didier Demelin – local police commissioner Denderleeuw/Haaltert

Reference police officer for ‘hate crimes and discrimination’

⁴ Partners present at this training course: Institute for the Equality of Women and Men and specialised organisations such as CAVARIA and Transgenderinformatiepunt.

1.3 Moral sensitivity

Every year, the Centre is witness to the fact that harassment in the workplace is still a serious scourge in our society. The police is no exception to this rule. Furthermore, many members of staff, superiors, and even persons of trust do not always know how best to react.

A survey⁵ on work conditions carried out in 2010 among 4,000 workers revealed that in the preceding month, 13 % of them had been the target of verbal abuse and 7 % of them the victim of threats or humiliation. The terms **intimidation** or **harassment** are used to refer to undesirable behaviours whose goal or effect is to attack someone's dignity and create a threatening, hostile, offensive, degrading or humiliating environment.

Intimidation based on one of the 19 protected criteria is an essential component of **anti-discrimination legislation**; but, within a work context, it is the **law on well-being at work** that is applicable. The lawmaker clearly indicates that the employer must take the necessary measures to favour the well-being of workers in the execution of their work. The advantage of the law on well-being is that it deals with all forms of harassment, even if there is no direct link with one of the 19 protected criteria. It also provides workers with the possibility of initiating different procedures.

However, it is important not to limit the fight against harassment to official procedures, which are only entrusted to persons of trust and prevention advisers. This is certainly valid for an organisation such as the police, where collegiality is an important value. All police officers subsequently have a moral duty to react to harassment at work.

That is why in our 'Reacting to discriminatory views' course, we insist on the responsibility of those who are witness to abuses within the police corps. We can only put an end to it if the silent majority really makes it known that it does not agree with such practices.

During this training, the trainers are regularly aware of situations that clearly exceed the limits of what is acceptable. The main victims are women, people of immigrant origin and members of sexual minorities. Esprit de corps often prevents other colleagues from reacting. This results in a completely mistaken understanding of loyalty and leads to complicity which reinforces the attitude of the guilty parties.

A survey⁶ from 2013 reveals that police officers are often reluctant to take action when colleagues make mistakes. Their silence is generally inspired by opportunistic motives: keeping quiet avoids jeopardising their relationship with their colleagues. Offences have to reach a sufficient degree of seriousness for some police officers to be convinced of the need to take action and to decide to break the silence.

For Annelies De Schrijver, this is a question of moral sensitivity. This means **that an ethically competent police officer must not only be sensitive to moral dilemmas, they must also have the ability to think of different short-term and long-term solutions**. These abilities involve showing empathy (De Schrijver, 2014, p. 35).

However, this essential empathy tends to diminish owing to the high level of permissiveness that reigns in certain corps regarding unacceptable behaviours. In some cases, this so-called 'inoffensive' or 'humorous' attitude can lead to serious forms of exclusion that compromise collegiality within a police corps.

Of course, humour is important and can help manage stressful situations or reinforce solidarity, especially in a job as testing as police work; but when it is the same colleagues who are the target of mockery and exclusion, it is no longer a question of humour. Furthermore, while the culture of silence prevents the reporting of this abuse, this runs counter to the letter and the spirit of the law against discrimination as well as the law relating to well-being at work.

1.3 Autonomy and moral courage

⁵ <http://respectophetwerk.be/content/2010-vijfde-europese-enquete-naar-de-arbeidsomstandigheden>
<http://www.werk.belgie.be/moduleDefault.aspx?id=39884>

⁶ Loyens Kim, *Over collegialiteit en opportunisme. Een kwalitatief onderzoek naar zwijgcultuur in de Belgische federale politie* Politiejournaal, novembre 2013 pp. 7-13.

External contribution:

Autonomy and moral courage: Kazerne Dossin, a training module – Herman Van Goethem

Kazerne Dossin – Memorial, Museum and Documentation Centre on the Holocaust and Human Rights concerns the 25,484 Jews and 352 gypsies who were deported from Mechelen to Auschwitz between 1942 and 1944. While the museum's main focal point is of course the victims, it also focuses on the perpetrators. Indeed, Kazerne Dossin is not simply a museum dedicated to the Holocaust in Belgium; it also aims to take a deeper look at the phenomenon of collective violence and mass violence in an attempt to learn lessons that are still valid today.

The intensity of **collective violence** can be very varied. The escalation of violence begins when a group discriminates or excludes certain individuals. This joint aggression has the effect of reinforcing the group's internal cohesion. It is a phenomenon based on internal dynamics: the group's cohesion is reinforced as the intensity of the violence increases. Mass genocide is the most extreme situation, but we see the same schematics for less intense forms of violence.

Kazerne Dossin refers to the case of the police in Antwerp between 1940 and 1944 and shows how part of this corps slowly drifted towards increasing violence against a specific group, i.e. the Jews. A development such as this generally results from a combination of pressures and systems of solidarity within the group, in conjunction with administrative practices that allow it to escape its responsibilities, to declare its innocence, etc. The group can also develop its own jargon, which conceals the reality of the ever-increasing brutality committed.

This theme is perfectly suited to educational projects for professional groups and organisations such as schools, youth movements, the press, the army or the police. Upon the initiative of the General Commissioner of the Federal Police, Kazerne Dossin has developed a teaching module, in collaboration with the Centre, which has been used since 2014 to train the federal police. This module is also offered to local police corps.

On the basis of a case that is both historical and topical, the instructors explain how violence develops within a police corps. The crucial issue is that of **the possibility of saying 'no'**. Several elements are highlighted within the framework of the training.

- Even during the Nazi occupation and despite all the pressures, subordinates managed to find room for manoeuvre to react to what they considered to be a blatant injustice.
- It is vital to be attentive very early on to the language and style used. The participants are invited to question the vocabulary used by everyone else and the ideas conveyed through these words. In this respect, a policy of open internal communication can help to solve departmental problems.
- Everyone must react at their level, within the limits of what is possible. The higher the position occupied by a civil servant or a politician, the greater their responsibility towards the police corps and society, and the more their role as an exemplary figure can be a moral reference and a source of inspiration. In problem situations, this requires courage and also runs a risk.
- Faced with difficult situations, everyone's attitude and behaviour depends, among other things, on the general climate at that time and the image we have of man and society, or in other words, of their moral convictions. Therefore there are several questions we should ask ourselves: "What do we represent as a police corps?" and "And do I recognise myself in this image?" This is in fact the ultimate question every officer should ask themselves. If the answer is 'no' and if there is really no other option, it is better to leave the police. In a democratic state of law, we should not normally get to this point, because there are many opportunities to say 'no' in one way or another and to correct a problematic situation at work.

Herman Van Goethem⁷

Curator of the permanent exhibition "Kazerne Dossin – Memorial, Museum and Documentation Centre on the Holocaust and Human Rights", in Mechelen.

⁷ Herman Van Goethem and member of the Centre's executive board.

Holocaust, Police and Human Rights: the importance of autonomy and moral courage in the police corps

Through the ‘Holocaust, Police and Human Rights’ training project, the federal police, Kazerne Dossin and the Centre are raising awareness among police officers regarding the importance of independent reflexion and moral courage in a professional framework. The training takes an in-depth look at the reasoning and moral motivation of ethically competent police officers, which Annelies De Schrijver writes about (De Schrijver, 2014). The importance of autonomy and moral courage within the police corps is applied to both historical and contemporary dilemmas⁸.

During the course, participants are confronted with dilemmas to which they could react in a variety of ways, and these reactions lead to various consequences (an alternative action). All choices have advantages and disadvantages that have to be taken into account in the final decision. A police officer who has developed ethical competence in relation to their professional practice will be able to consider such dilemmas from different points of view. They have to be able to justify every choice and to look for the margin that allows them to say ‘no’, even in relation to colleagues and superiors. The knowledge, know-how and attitudes essential to be able to take a decision when confronted with such a dilemma, and to then act accordingly, are questioned and put into practice using different methods. The training provides a starting point to analyse information, events and behaviours in an autonomous and critical manner, and to then be able to act professionally, in accordance with everyone’s vision⁹. One of the methods is the *Cooper model*. It provides a plan in several phases to examine dilemmas in a systematic and structured way, and leaves room for reflection and moral motivation.

In the first phase, participants have to describe the situation with the greatest objectivity possible. Then they have to identify the problem(s), envisage actions to solve it(them) and then try to establish a link between these actions and their potential consequences. It is these consequences that lie at the basis of the fifth and final phase, i.e. the final choice. The decision finally taken is not necessarily an ideal decision, but a well-thought-out choice and therefore, the ‘best possible choice’¹⁰.

During the discussion on dilemmas, it becomes obvious that it is not always easy for a police officer to show proof of ethical competence on a daily basis. Just like other training courses, ‘esprit de corps’, ‘loyalty’ and ‘the culture of silence’ are often reasons mentioned for not wanting to act in an ethical manner. Even if the exercises on the dilemmas are often done in a positive and constructive way, for many of the participants, it seems to be almost impossible to adapt them to their actual work context. While, in theory, it is easy to identify the elements comprising ethical competence, the discussions clearly show that, in reality, some police officers make other choices.

⁸ See also 2.1.3 Support for structural projects

⁹ Paul Spaens, Handleiding voor de begeleider HPM.

¹⁰ Paul Spaens, Handleiding voor de begeleider ‘Holocaust, Politie en Mensenrechten’ (version 26 February 2015).

Chapter 2 Activities within the partnership's framework

2.1 Activities within the partnership's framework in 2014

The current partnership between the police and the Centre is based on three essential pillars, which are complementary, with each bringing an added value to the collaboration:

1. diversity training;
2. support for the integrated police's Community of Practice Diversity;
3. support for structural diversity management projects.

2.1.1 Training courses

Over the years, the Centre has acquired a great deal of experience in training courses for the police. For this purpose, it has developed various teaching tools, classes and handbooks on racism, discrimination and diversity.

In collaboration with the National Police Academy (ANPA) and the Diversity department, the Centre has mainly put the emphasis on ongoing training in 2014, which does not exclude assistance and advice in the initial training course.

In 2014, the Centre offered training on the following contents:

- anti-discrimination legislation: legal framework and applications;
- diversity and sexual orientation;
- intercultural communication;
- integration of diversity in human resources management;
- concrete management of diversity in a unit, as a manager;
- diversity envisaged as horizontal in every police training course (training for trainers and all those involved in the training process within the integrated police);
- reaction to discriminatory views among colleagues;
- training for reference police officers in charge of acts of discrimination, hate speech and hate crimes.

Besides this ongoing training programme, we also offered tailor-made courses in the Orneau-Mehaigne police area and in five police schools (Annex 5.1).

At the end of 2014, the Centre, in collaboration with the Diversity department, contacted all the chief officers among the Dutch-speaking members of the Diversity CoP to propose a concrete offering of tailor-made training programmes for their area (see 3.1). We chose this proactive approach in order to stick as closely as possible to the areas' needs and to make a greater impact. Negotiations began in 2015 with eight areas and two police schools.

Except for the course on the legal framework (one day) and the 'How to react to colleagues' discriminatory views' course (one day), the on-going training courses are all two-day courses.

The various training courses offered by the Centre are shown below. Each time, we remind participants of the context behind their existence and their objectives. This year, we chose to include all our observations in Chapter 1 rather than listing them separately for every course (see Annex 5.1).

During the training courses, the Centre noticed that the participants are very willing to share their experiences and exchange information. In the following analyses, we particularly examine a certain number of problems and challenges, but we would like to stress that the vast majority of participants are very focused on their work and show a great deal of motivation.

✓ **Training for reference police officers in charge of acts of discrimination, hate speech and hate crimes**

This course was taught for the first time in 2014 following the joint circular COL13/2013 relating to the investigation and prosecution policy regarding discrimination and hate crimes (which includes gender-based discrimination).

This circular provides the perfect opportunity to collaborate on the fight against discrimination, hate crimes and racism. The course is organised in every judicial district and is aimed at both reference police officers and district reference judges. The Centre organises the training in Dutch in collaboration with the Institute for the Equality of Women and Men, Cavarra and the Transgenderinformatiepunt. This training was not held on the French-speaking side in 2014.

Objectives

- Familiarisation with circular COL13/2013 and anti-discrimination legislation;
- Assessing the impact of discrimination on the victims and the importance of the quality of support for the victims and the recording of the crimes (thus helping to reduce the 'dark figure');
- Knowing the different partners in the fight against discrimination, hate speech and hate crime;
- Developing a network, in every judicial district, as regards the fight against discrimination, hate speech and hate crime.

✓ **Anti-discrimination legislation: legal framework and applications**

This training was initiated in the federal school in 2007, coinciding with the reform of anti-discrimination legislation. Knowledge and the practical application of these laws are indeed an important basis for police officers in the fight against discrimination and racism.

Objectives

The main objective is for police officers to be able to refer to the articles of these laws and apply the principles in concrete.

- To learn about the Anti-discrimination Law of 10 May 2007 and the focal points to write quality reports (and thus contribute to a better follow-up by the public prosecutor's office);
- To learn about the circular (COL13/2013) relating to the investigation and prosecution policy regarding discrimination and hate crimes (including gender-based discrimination);
- To be aware of the importance of the quality of support for the victims and the recording of the crimes (thus helping to reduce the 'dark figure').

✓ **Diversity and sexual orientation**

The Centre offered this course to the federal school for the first time in 2007, at the same time as the awareness campaign for COL14/2006¹¹ relating to the recording of homophobic crimes by the police. Since 2012, the non-profit organisation Rainbow Cops Belgium¹² has been coming to the session at the end of day two to present how its organisation works and what it does. Up until now, Belgium is only one of very few European countries to offer this type of training¹³.

Objectives

- To learn about the legal framework relating to homophobic crimes and be capable of writing proper reports;

¹¹ This circular was replaced by the circular relating to the investigation and prosecution policy as regards discrimination and hate crimes (including gender-based discrimination) (Col 13/2013).

¹² www.rainbow-cops-belgium.be

¹³ This is what transpired during a symposium organised in Belgium, on 13 December 2010, by ILGA.

- To question the stereotypes and prejudices that can influence professional practice in relation to LGBT people¹⁴;
- To think about the impact of a homophobic attack on the victims;
- To establish partnerships with LGBT associations with a view to guiding the victims towards support structures.

✓ **Intercultural communication**

Since it was founded, the Centre has joined forces with the police on many projects linked to intercultural communication. While the first few projects were focused on a transfer of knowledge concerning certain cultures, the Centre now places the emphasis on awareness of everyone's reference framework and the influence it exerts over communication.

Objectives

- To learn about concepts such as culture, diversity, identity and communication;
- To be aware of the influence of our own reference framework in our way of entering into communication with others;
- To work on one's basic professional attitude;
- To move away from the approach that falls under the scope of cultural relativism and the culturalist approach.

✓ **Integration of diversity in human resources management**¹⁵

Besides the work on individual competences, the Centre remains convinced of the need to work on the police structure in its entirety. With this idea in mind, the Centre set up a course specifically aimed at staff responsible for human resources management so that the organisation's culture also takes internal diversity into account.

Objectives

- To learn about the concept of diversity and its stakes;
- To identify the added value and the challenges linked to diversity management;
- To question the influence of stereotypes and prejudices on the human resources management policy (for instance, for people who sit on a selection committee);
- To assess the implications of diversity in human resources management;
- The internal management of possible reactions concerning issues relating to diversity.

✓ **The concrete management of diversity in my unit**

To conduct a durable diversity policy, it is crucial to involve the hierarchy in the process. Departmental heads have a great deal of responsibility when it comes to introducing a diversity policy in their unit on a practical level. This course was offered for the first time in 2009. Given that it is aimed at people with a management role within the police, the decision was taken to teach this course at the Belgian Police College.

Objectives

- To learn about the concept of diversity, its added value and the challenges inherent to a diversity policy;
- To learn how to deal with differences when managing a team;
- To be aware of the team leader's responsibility concerning support, staff well-being and the management of diversity in certain situations (discriminatory harassment, inappropriate jokes, favouritism, etc.).

¹⁴ LGBT: Lesbian-Gay-Bisexual-Transgender.

¹⁵ This training course was not held in 2014.

✓ **Integrating diversity in every police training course: training course for trainers and all those involved in the training process within the integrated police**¹⁶

Trainers, staff from the education unit, lecturers and mentors play a crucial role in police culture and help to spread the image of diversity internally. The objective of this two-day course, organised for the first time in 2011, is to integrate diversity horizontally in all the training courses aimed at the police.

Objectives

- To understand the stakes of diversity in the training courses;
- To identify the stereotypes and the prejudices, determine their origin and reasons why we adhere to them, assess their impact on interpersonal relations, also within the framework of training (choice of examples, learning method, humour, reactions to the participants' views during the training, etc.);
- To learn to react to the discriminatory views of a participant during a training session;
- To recognise the trainer's responsibility with regard to passing on certain values and see the training as a place to build police culture.

✓ **How to react to colleagues' discriminatory views**

One of the observations in our 2011 activity report was that a large number of participants apparently find it difficult to react to their colleagues' discriminatory views. In general, they abstain from reacting to the views of a superior. In other cases, they only do so if they know they can count on the support of their hierarchy. They admit that hurtful views are tolerated in their area.

Upon the request of the Brussels-North police area (polBruno), we put together and taught a tailor-made course in 2011 dedicated to this theme. Owing to the positive feedback, we decided to integrate ongoing training in the permanent programme.

Objectives

- To recognise a discriminatory situation (context, perpetrator, stakes, including identity strategies);
- To analyse the complexity of these situations;
- To practice reacting in the best way possible to colleagues' views.

ASSESSMENT OF THE TRAINING COURSES

The Centre attaches a great deal of importance to the continuous improvement of the quality of its training courses. To achieve this, it bases itself on the participants' spoken reactions and written assessments.

As regards the latter, the Centre uses the National Police Academy's assessment forms. These forms determine the impact of a course through various components: relevance, knowledge acquisition, knowledge transfer and satisfaction.

According to the results obtained during these assessments, all the Centre's training courses have a strong impact. However, it is striking to note that the transfer of acquired skills does not score as well as the other components. A study of the participants' remarks shows that the climate that reigns in their unit prevents them from applying the acquired skills in some cases. The participants mention certain fears. For instance:

- Not daring to tell colleagues that they have taken a course for fear of being ridiculed;
- Not trusting their superior to be able to apply the acquired knowledge.

Improving the transfer of the training is a competence shared by the Centre and the police. The issue of transfer lies at the heart of the Centre's reflection, whose concern is to monitor the courses to the best of its ability and to assess the impact. For this purpose, the Centre works with the Federal Police's Diversity department to reflect on how best to optimise this transfer.

¹⁶ This training course was not held in 2014.

Along the same lines, the Centre also decided to plan a follow-up assessment for the COL13/2013 course in 2014 (see 2.1.1), six weeks after it had finished. It hopes that this initiative will help it to understand how the participants put their acquired competences to use.

2.1.2 The integrated police's Community of Practice Diversity

The CoP is a community of practice whose aim is to work on the theme of managing diversity in the broad sense of the term. It includes operational staff and CALog staff from the federal and local police who are interested in the subject. In order to improve the approach to and the management of diversity within the integrated police, a large number of subjects are dealt with: handicap, ethnic origin, age, sexual orientation, gender, religious or philosophical beliefs.

The objectives are to:

- establish a non-discriminatory professional practice that takes into account individual and collective differences, by favouring the sharing of information between specialists;
- help staff members in their search for information, new knowledge and analytical tools regarding problems linked to diversity;
- develop and promote good practices in the field of diversity;
- answer requests for information and/or non-operational support from members of the integrated police;
- develop instruments and awareness tools that can be used to promote the information collected by the CoP members;
- help change the organisational culture through the durable integration of the concept of diversity.

The CoP Diversity takes place every two months and provides its members with the opportunity to exchange good practices as well as talk about the needs and expectations of their departments.

The Centre supplies theoretical support for the preparation of the CoP. For instance, there is a reflection on cases that were mentioned during the training sessions, which can help to develop work methods in order to raise awareness in a police department regarding issues of discrimination and diversity. The Centre also helps with the distribution of interesting documents, such as studies, brochures, research carried out by the Centre and third parties, etc.

Furthermore, the Centre also puts the CoP in contact with experts on a given subject and takes care of 'publicising' the CoP and the Diversity department during its police training sessions.

The Centre is convinced of the need to bring together people and networks. Nevertheless, questions still remain regarding the fact that participation in the CoP is not compulsory and the low 'return on investment' for the participating areas and units. It would therefore appear necessary to assess the current functioning of the CoP in 2015. The Centre would like to define a strategy to attract new members who **play a key role** in the police in order to reinforce the CoP and seek a new dynamic, without losing sight of the basic principles.

2.1.3 Support of structural projects that promote diversity within the police force

✓ The 'Holocaust, Police and Human Rights' project

The 'Holocaust, Police and Human Rights' training project referred to by Professor Herman Van Goethem in his contribution 'Autonomy and moral courage', is the result of a fruitful and structural collaboration between the federal police, Kazerne Dossin and the Centre. This project has three objectives:

1) to give members of the integrated police a striking image of the phenomenon of discrimination and exclusion, the power of the masses or a group and an individual's possibilities for taking action in the context of collective aggression, in whatever form it may take;

- 2) to make people aware of the need to find the margin allowing them to say 'no', in the face of a powerful mass;
- 3) to incite members of the integrated police to autonomously and critically analyse information, events and behaviours and to act professionally, in accordance with their own views.

A **training course for trainers was organised for 36 police officers** in an effort to guarantee the project's impact. In 2014, this concerned 1,212 police staff, including operational staff and CALog members. Six hundred and seventy-five local police officers and 537 federal members of staff took part in one of the 91 sessions. According to the project coordinator's estimate, approximately one third of the participants attended of their own accord and the others because they were obliged. See also Annex 5.2 for a complete overview of the number of participants.

The Centre is part of the project's steering group. This commitment not only includes the educational part, but also the follow-up of the organisational and conceptual aspects. The Centre devoted a lot of time to this in 2014, which shows the importance of this training. Through a series of concrete cases or dilemmas, the participants are faced with discriminatory behaviours. They are provided with analytical tools, shown how to identify these behaviours and how to put an end to them in a suitable manner.

This training project has given rise to a great deal of positive feedback and can definitely be considered a success. The educational framework of Kazerne Dossin, the quality of the trainers' work and the commitment of the members of the steering group form a solid basis. Nevertheless, several points should be raised to guarantee the continuation of this project. Among other things, the project coordinator requires administrative and logistical support in order to overcome the difficulties associated with the practical and organisational aspects of the training sessions, and resources to covers the daily costs of the training. The imbalance between the number of Dutch-speaking and French-speaking participants also needs to be monitored, and it is necessary to ensure the coaching is balanced. This project will be assessed in depth in 2015. The Centre is part of a workgroup that will lead this assessment.

✓ ***Harmonisation of Cluster 12 in the basic police training***

Following the reform of the basic police training, Module 5.4 ('Intervention and findings in the face of discrimination and racism against minorities') was replaced by Cluster 12 – societal context. The themes dealt with in Cluster 12 are closely linked to the Centre's competences.

It is very important for the Centre to provide the teachers of the basic police training with theoretical support. In 2007, the Centre put together a teaching kit for them. In 2011, the Diversity department and the Centre took the initiative to harmonise the contents of this module, to distribute teaching material and create a platform to elaborate a common vision of Module 5.4. During the reform of the basic training, the 'Module 5.4' workgroup also gave the 'learning organisation' workgroup several notes: they contain advice on the proper way to deal with discrimination, racism and diversity in the new syllabus.

2014 was a year of transition for the 'harmonisation' workgroup. During the first meeting (April 2014), the old basic training was still in force. The managers and teachers of Cluster 12 were invited in October.

This initial meeting had several objectives: make contact, define expectations and commitments regarding future collaborations.

One of the teachers' main expectations concerned the need for information and theoretical support. It was agreed with the group to create an online toolbox whose aim is to be a source of information for teachers when they compile the contents of their lessons.

✓ ***Standard report in case of discrimination***

This project was set up in relation to the following findings:

- those participating in the training sessions asked to have concrete tools to improve the quality of their hearings and their reports;
- the good practice established in France: in partnership with the police, the Haute Autorité de Lutte contre les Discriminations et pour l'Égalité (HALDE)¹⁷ developed the 'Practical guide to fighting discrimination', as well as models of standard reports (see Annual Report 2009);
- the findings according to which certain reports concerning discrimination and racism do not include references to the circulars or do not contain the elements required for them to be followed up by the public prosecutor's office;
- the existence of a 'dark figure' regarding the recording of offences.

Following this, the Centre initially decided to improve the exercises concerning the writing of a report in the training sessions, by compiling standard questions.

The decision was then taken to work on an initial **standard report concerning homophobic acts**. This work was done in conjunction with police officers and French-speaking and Dutch-speaking LGBT associations. It serves as a tool in the various training courses related to this problem.

To ensure this project is firmly established on an institutional level, the Centre has been actively collaborating with the General Commissioner's Office – Management of the federal police's operational information (CGOI). A homophobia file was finalised in 2012 and was ready to be introduced in the police's Integrated System Local Police (ISLP) handbook, but the project was suspended given that a general circular relating to discrimination was planned in 2013. A draft standard report for the 'Field Intervention Guide', with the procedures to follow in case of discrimination, was put together on the basis of COL13/2013.

The workgroup formed within this framework tested this standard report in different areas and integrated both the feedback from the Centre and from the areas.

The Centre hopes that the project will continue in 2015 when this standard report is implemented and distributed.

✓ ***Ethnic profiling***

In 2014, the Centre put ethnic profiling on the agenda, with the police's Diversity department. The practice of ethnic profiling consists of basing a police decision, in relation to identity checks, stop and search, detention and searches, exclusively or mainly on a person's ethnic origin or religion. While profiling is of course a legitimate police method within the framework of an investigation or with the aim of prevention, the fact that this method is only based on ethnic parameters raises questions.

This practice also goes against the objectives of excellence in police work and has a negative impact on the police's image.

The Centre des Études Policières took the initiative, in collaboration with the police's Diversity department, the Centre and several external partners, to devote a study day (21.05.2015) and a publication (Cahier des études policières) to this theme in 2015.

✓ ***Network of reference police officers and reference judges***

In 2014, the Centre developed the training course (NL) for reference persons with regard to discrimination, hate speech and hate crimes (see 2.1.1), in partnership with the Institute for the Equality of Women and Men, Cavaria and the Transgenderinformatiepunt. It is essential that in every judicial district, the reference judge concerned takes part in it.

One of the Centre's main objectives, besides the transfer of knowledge, is the formation of a network. The Centre is committed to not approaching these training courses as one-shot operations, but to continue to

¹⁷ Halde has been renamed 'Le Défenseur des droits'.

provide reference police officers with conceptual support: jurisprudence, legal advice in concrete cases, announcement of study days, etc. The Centre envisages doing so in the form of a newsletter. Up until now, this information has been distributed through the mailing lists compiled after every training session.

On the other hand, the Centre will organise a yearly meeting for reference police officers and judges in every judicial district.

The Centre aims to set up a similar project for French-speaking police officers and judges.

✓ ***Antwerp local police diversity week***

Antwerp's local police has been organising a five-day 'Managing diversity' training course since 2010. Within this framework, the Centre has been holding an information session since 2011 on anti-discrimination legislation.

This training, which is compulsory for all staff members, will be organised nine times a year – instead of six – as of 2015, for groups with a maximum of 16 participants.

The aim is to raise awareness among local police staff in Antwerp and to reveal the city's and the population's diversity.

After an introduction and a reminder of the context to explain the necessity of this course, several experts come and speak throughout the week to give information on the population and on specific themes. The participants are also trained to manage dilemmas relating to certain issues regarding diversity. Finally, the Centre presents what it does and gives a short speech about anti-discrimination legislation.

During these information sessions, we have found that few participants are familiar with anti-discrimination legislation and that it is hardly ever applied. Moreover, there is not enough time to provide the participants with more in-depth information on this subject and it is clear that this theme arouses little interest; the participants do not really understand how the training relates to their job in concrete terms. However, it is important to point out that some of them voice very stigmatising views during the information session.

Chapter 3 Challenges for 2015

3.1 Structural challenges for the partnership

It goes without saying that an agreement and a partnership is not enough to achieve the goals. The diversity charters in force within the police are not sufficient either. Owing to the size of the police structure and the way it functions, there have to be **continuous and repeated actions** associated with the non-discrimination and promotion of diversity policy. In other words, there is still a long way to go. The Centre is well aware that **persistent stereotypes** concerning gender, disability, origin, religious beliefs and sexual orientation still thrive within the police force, sometimes leading to abuses. It is not uncommon either for the relevance of anti-discrimination legislation to be called into question by police officers.

Furthermore, the **knowledge, know-how and attitudes** required to take action against discrimination, hate crimes and racism are still often lacking in the police, even though it plays a crucial role in relation in this field, as the guardian of the law. In a culture of group spirit where collegiality matters, it is not always easy to show proof of the autonomy and moral courage required to react to colleagues' racist views or discriminatory acts. Therefore, it is undoubtedly necessary to continue to work on the area of moral sensitivity and ethical competences.

Despite the existence of the Diversity department in the police structure, there is still all too often a **lack of conviction, initiative and dynamism**, in the Centre's view, to be able to say that the issue of diversity is firmly entrenched in the police's internal priorities. Among other things, this led to a considerable number of planned training courses (ANPA) being scrapped in 2014, owing to an insufficient number of participants. The way in which the police distributes information on the diversity courses on offer could undoubtedly be improved. Concerned not to waste the agreement's resources and to continue to meet the existing needs, the Centre suggested contacting police areas so that they could say what kind of training they required. This initiative prompted many responses and the first made-to-measure training courses will soon be set up. This demonstrates the need and the importance of a proactive approach.

Efforts to be able to call upon a greater number of **diversity trainers within the police itself** have also been very unproductive over the past few years. This is undoubtedly owing to the lack of investment which is nonetheless essential to mobilise police officers capable of teaching a course on the various themes. Experience has shown that these trainers from within the police corps itself definitely have a significant impact on their colleagues.

To meet these challenges, the police will have to make critical changes to its vision, its policy and its processes. For this purpose, it will have to define concrete objectives and acquire the necessary means to achieve them. The actions and projects implemented within the framework of the agreement between the police and the Centre are a first essential step. However, we cannot stop here; most importantly, the police must take full ownership of this concern and define the ambitions that will be the subject of targeted investments. To achieve this, it can in any case count upon the Centre's unwavering support and expertise.

External contribution: Isabelle Diependaele – Federal Police Diversity Department

The partnership between the Interfederal Centre for Equal Opportunities and the police is invaluable. Thanks to the agreement, we can fight all forms of discrimination and racism together. The current state of affairs proves that just like the promotion of equal opportunities, this fight remains a challenge for every police officer and for the police organisation as such.

This is why the Diversity department would like us to continue along the same path in 2015, by working together on three essential pillars:

1. training;
2. the support of the CoP Diversity;
3. support for structural projects.

We must continue to guarantee the offer of standard training and find an effective solution for courses that are only offered on request. Moreover, the idea of teaching tailor-made courses and contacting units and areas directly would appear to be relevant. There are a variety of requests and it would therefore be very interesting to develop them. We are very curious to see the results and the impact of this approach.

On the other hand, we must continue to focus on the Cluster 12 workgroup (formerly Module 5.4) of the basic training to have the guarantee that diversity and equal opportunities will truly be the red thread running through the candidates' training.

Since 2012, the Interfederal Centre for Equal Opportunities has noted the presence of Islamophobia in the police organisation. We are also faced with a rise in anti-Semitism in society. Consequently, it would seem appropriate to take an initiative concerning religion within the police.

The concept of hate crimes remains a sensitive point in the police organisation: on the one hand, there is a certain reticence about applying the principles defined in COL13/2013 relating to hate crimes; on the other hand, the appointment of reference persons remains delicate, especially with regard to the local police. That is why the Diversity department would like the awareness-raising work on this theme to continue, in collaboration with the Centre.

Isabelle Diependaele – Head of Department, Federal Police Diversity Department

Chapter 4 Other forms of collaboration between the police and the Centre

4.1 Reports and individual cases

4.1.1 General framework

The front line service is the Centre's first point of contact for reports. This service receives all the reports concerning discrimination (including hate crimes and hate speech) as well as requests for information or advice. If the report is within the scope of the Centre's competence and the person who submitted it requires assistance, a file will be opened.

The back office examines the individual files according to the criteria that fall under the Centre's competence. The Centre endeavours first and foremost to find extrajudicial solutions, but it may also take legal action if the case requires it. It only chooses this path in serious and blatant cases, when dialogue is impossible and the case has a major societal impact.

The service's work also involves dealing with individual cases in an effort to learn important lessons allowing it to act in a structural and preventive manner.

4.1.2 Reports and cases 2014

In 2014, the Centre opened 83 new files relating to the police and the law, 63 % of which concerned the police. This figure is relatively stable from one year to the next and the reported acts do not change a great deal either. After analysing the contents of the files, it is possible to put them into several categories. The largest one concerns (racist) views, criticisms and remarks within the framework of justified police interventions. The second category includes complaints relating to arbitrary and discriminatory interventions. In light of the legal provisions, these complaints concern the relationship between police officers and citizens.

Articles 37 and 38 of the Police Functions Act stipulate that the police's intervention must avoid the use of violence insofar as it is possible. To ensure these articles comply with the European Convention on Human Rights, the Centre pleads in favour of inserting the requirement of 'absolute necessity', either through an amendment to the law, or through a new circular relating to it. We consider that recourse to violence as a means to succeed in a mission is a sufficiently important subject to devote a separate chapter to it, applicable to the police and the police authorities. It would therefore be clear that Article 37 of the Police Functions Act does not only address officers in the field but, more broadly, all the police authorities.

If a police officer is suspected of having committed an offence, certain disciplinary bodies systematically wait until the end of the criminal proceeding before giving their opinion on the matter. This course of action does not comply with the jurisprudence of the Council of State. The standing committee has also highlighted this issue in its annual reports and suggests a legal initiative in order to clarify the situation.

The last category includes cases concerning police officers who are the victim of colleagues' discriminatory remarks or discrimination in terms of recruitment or promotion in the police corps.

An examination of the recruitment files reveals problematic situations concerning questions on cultural or religious orientation, which only candidates of foreign origin are asked. Subsequently, it would be appropriate to raise awareness among selection panels regarding the principle of diversity and to draw their attention to the fact that discriminatory recruitment processes may lead to the exclusion of competent candidates owing to their origin and/or their religious beliefs.

4.2.3. The fight against discrimination led by the police

The criminal prosecution of discrimination, in this case by the police and the law, is mentioned in COL13/2013 of the College of Public Prosecutors. The experiences of a certain number of police areas help to align these directives with practices on a local level, in an even more appropriate manner.

In practice, the implementation of the directive is characterised by its relatively unrestrictive side; consequently, it has a limited effect among those leaders concerned within the police.

Conditions to improve the situation:

- better knowledge of the circular among chiefs of police and the hierarchy;
- the implementation of the circular must be more restrictive in nature;
- the implementation of a well-thought-out communication strategy on the issue;
- the need to insist on the fact that it is a fight against discrimination in the sense of an operational policy (legal proceedings and compliance with the law);
- reinforcement of the control procedure (check more rigorously that the statements are sent as quickly as possible to the reference judge with regard to racism and discrimination);
- prior consultation with the reference judge to avoid 'simplified' reports;
- (regular) consultation with the public prosecutor's office to deal with cases of discrimination (give the police and the public prosecutor's office more possibilities to take action);
- periodic exchanges between reference police officers in order to conduct a uniform policy;
- integration of COL13/2013 in the zonal security plan; since this should be addressed by the authorities internally, the fight against discrimination should be an integral part of the police policy;
- the targeted implementation of COL13/2013, combined with a broader training focusing on the legislation, to draw attention to the complexity of the anti-discrimination problem;
- 'discrimination and hate crimes' training for reference police officers and reporting these crimes. The ability to recognise discrimination and knowledge of COL13/2013 are important for those who have to respect these obligations. Other means or methods (intranet, newsletter) appear less restrictive or have a more limited effect in terms of knowledge transfer.

Reference police officers in the sense of COL13/2013

The circular explicitly obliges local police chiefs to appoint a reference police officer for discrimination and hate crimes. It does not set any criteria regarding this person's profile, hence, the appointment can be made on the basis of a wide variety of criteria.

As regards the training courses (see 2.1.1 and 2.1.3), these reference persons come from a variety of ranks and occupy a wide variety of posts. The Centre is increasingly in favour of reference police officers responsible for discrimination issues in local police areas. However, it turns out that their knowledge of the subject still depends too much on their individual involvement. Furthermore, the position is not sufficiently integrated into the police corps and there are almost no exchanges or coordination between the various reference police officers.

Recording

While COL13/2013 indicates that the rigorous recording of offences is an essential condition in order to have a better view of the problem of discrimination, the situation has not improved over the last few years. While the police must record both cases of discrimination and violations of common law with a discriminatory motive, in practice, it often only records the most serious offences, without mentioning the discriminatory context. This is most likely due to a lack of knowledge of the anti-discrimination laws: as a result, police officers have difficulty recognising discriminatory elements in hate crimes.

Added to this is a lack of conformity in the recording methods: not all the local police areas use the same recording system and those of the police and the public prosecutor's office differ. It is therefore necessary to consult each other on this subject to achieve clarification and harmonisation.

4.3 UN Convention on the Rights of Persons with Disabilities

4.3.1 Independent system to promote the UN Convention on the Rights of Persons with Disabilities

In accordance with anti-discrimination legislation and the UN Convention on the Rights of Persons with Disabilities, the Centre's UN Convention Disabilities department must help to encourage progress in political structures to fight discrimination based on disability and to promote inclusion in all areas of social life. Above all, its mission is that of an independent system – which the federal state and the federated entities entrusted to the Centre in July 2011 – responsible for the promotion, protection and monitoring of the UN Convention on the Rights of Persons with Disabilities.

4.3.2 Access to public places for assistance dogs

The Belgian Assistance Dog Federation (www.badf.be) contacted the Centre in November 2014 regarding the lack of knowledge, among police officers, of the regional regulations relating to access for assistance dogs. These regulations state that all persons accompanied by an assistance dog can have access to all places open to the public. There are only a few exceptions such as swimming pools, kitchens and operating theatres in hospitals. In case of infringement, fines are provided for by the legislator. Hence, it is very important that the police draws up a report if someone wants to report the infringement. This does not always happen because many police officers are unfamiliar with the regulations. In order to solve this problem, the Centre held a consultative meeting with police officials and distributed an awareness-raising article through various information channels, when the international assistance dog day was held on 25 April 2015.

Chapter 5 Annexes

5.1 Police training courses provided in 2014

	Dates	Durati on	Title	Sponsor	Target audience	Participants	Staff	N L	F R
1	21- 23/01	2	The concrete management of diversity in my unit	DSEO	Cancelled				x
2	23/01	1	Legal framework	DSEF	Cancelled			x	
3	30/01	1	How to react to discriminatory views	VESTA	Cancelled			x	
4	04-06/02	2	Integrating diversity into human resources management	VESTA	Cancelled			x	
5	31/01	1	Legal framework	DSEF	OPS + CALog	15 (22 enrolments)	2		x
6	31/01	1	Harassment at work	DSEF	People of trust	8 (10 enrolments)	2		x
7	11-12-26/02 en 12-26/03	5	Holocaust, Police and Human Rights	Kazerne Dossin	OPS + CaLog	18 (18 enrolments)	1	x	
8	11-12-26/02 and 12-26/03	5	Holocaust, Police and Human Rights	Kazerne Dossin	OPS + CALog	18 (18 enrolments)	1		x
9	18-20/02	2	Diversity and sexual orientation	DSEF	OPS + CALog	16 (18 enrolments)	2		x
10	14/03	1	Homophobia	Regenbooghuis	Cancelled			x	
11	14/03	1	Homophobia	Regenbooghuis	OPS + CALog	13 (10 enrolments)	1		x
12	20/03	1	How to react to discriminatory views	DSEF	OPS+ CALog	11(13 enrolments)	2	x	
13	25/03	1/2	Legal framework	AHINP	OPS	26	1	x	
14	2/04	1	Legal framework	DSEF	OPS + CALog	22 (21 enrolments)	2		x
15	25/04	1/2	Antwerp local police diversity week	Antwerp local police	OPS	17	2	x	
16	13-15/05	2	COL 13/2013	OPAC	Cancelled			x	
17	22/05	1	How to react to discriminatory views	DSEF	OPS + CALog	12 (16	2		x

						enrolments)			
18	22/05	1	Legal framework	DSEF	OPS + Calog	15	1	x	
19	6/05	1/2	Legal framework	Orneau-Mehaigne police area	OPS + CALog	80	2		x
20	31/05	1/2	Antwerp local police diversity week	Antwerp local police	OPS	17	2	x	
21	03-05/06	2	Intercultural communication	PLOT	Cancelled			x	
22	03-05/06	2	The concrete management of diversity in my unit	DSEO	OPS + CALog	6 (11 enrolments)	2	x	
23	13-15/05	2	Diversity and sexual orientation	DSEF	Cancelled				x
24	10- 12/06	2	Intercultural communication	Liège Police Academy	Cancelled				x
25	10-12/06	2	Intercultural communication	DSEF	Cancelled			x	
26	20/6	1	Homophobia	Regenbooghuis	Cancelled				x
27	20/6	1	Homophobia	Regenbooghuis	Cancelled			x	
28	26/06	1	Legal framework	Namur Police Academy	OPS	14 (15 enrolments)	2		x
29	2-4/9	2	The concrete management of diversity in my unit	DSEO	OPS + CALog	10 (15 enrolments)	2		x
30	9/9	1	Legal framework	Liège Police Academy	OPS	6 (9 enrolments)	2		x
31	9 en 11/09	2	Diversity and sexual orientation	DSEF	OPS + CALog	6 (10 enrolments)	2	x	
32	16-18/9	2	Diversity and sexual orientation	DSEF	OPS + CALog	12 (18 enrolments)	2		x
33	25/9	1	How to react to discriminatory views	DSEF	OPS + CALog	15			x
34	25/9	1	Legal framework	DSEF	OPS	13 (17 enrolments)	1	x	
35	30/9 en 02/10	2	COL 13/2013 GA Gent	OPAC	OPS	11	2	x	
36	7-9/10	2	Integrating diversity into human resources management	DSEF	Cancelled				x
37	7-9/10	2	Diversity in every training course	DSEF	Cancelled			x	
38	14-16/10	2	Diversity in every training course	DSEF	Cancelled				x
39	24/10	1/2	Antwerp local police diversity week	Antwerp local police	OPS	17	2	x	
40	4 en 6/11	2	Intercultural communication	DSEF	OPS + CALog	13 (20 enrolments)	2	x	
41	13/11	1	How to react to discriminatory views	DSEF	OPS+CALog	12	1		x
42	13/11	1	How to react to discriminatory views	DSEF	OPS+CALog	14 (18 enrolments)	2	x	
43	21/11	1	Homophobia	Regenbooghuis	OPS+CALog	14	1		x

44	22/11	1/2	Antwerp local police diversity week	Antwerp local police	OPS	17	2	x	
45	2 en 4/12	2	Integrating diversity into human resources management	DSEF	Cancelled			x	
46	8-10/12	2	COL 13/2013 GA Antwerpen	VESTA	OPS	16	2	x	
47	9-11/12	2	Intercultural communication	DSEF	OPS+CALog	12 (17 enrolments)	2		x
48	12/12	1	Homophobia	Regenbooghuis	OPS+CALog	13	1		x
49	12/12	1	Homophobia	Regenbooghuis	OPS+CALog	9	1	x	
50	13/12	1/2	Antwerp local police diversity week	Antwerp local police	OPS	17	2	x	
Total						521			

5.2 Participants in the 'Holocaust, Police and Human Rights' project 2014

Total 2014			1212
		women	351
		men	861
		women	29%
		men	71%

Number of
sessions 2014 91

Number of women	N	222	63.20%	F	129	36.80%
Number of men	N	611	71.00%	F	250	29.00%

		Loc pol	675	f		220	m	455
		Fed pol	537	f		131	m	406
		Loc pol	55.70%					
		Fed pol	44.30%					

Groups	Local police	Federal police
	Pa Mechelen	DGA Direct-générale
	Pa Willebroek	DGA
	Pa Schaerbeek	PJF Dinant
	Pa Nord	PJF DJP
	Pa Hekla	FGP Asse
	Pa La Louvière	Dar Corps intervention
		FGP
	Pa Antwerpen	Gent
	Pa Bxl Capitale	CGO CGOO
	Pa Sint Niklaas	FGP Brugge
		DGS BO Direct-générale
	Pa Regio Rhode	
	Pa Midi	

5.3 Ethical competence framework

	Knowledge	Aptitudes	Attitudes
Compliance with the regulations	Rules and procedures (1)	Applying the rules and procedures (2)	Attitude towards the rules (3)
Moral sensitivity	Position in society and the organisation (4)	Defining the situation as a moral dilemma Thinking of different solutions (5)	Cognitive empathy Emotional empathy (6)
Moral reasoning	Moral arguments: - rules - consequences for others - personal interest (7)	Using different moral arguments: - rules - consequences for other - personal interest (8)	Flexibility: - not only the rules - not only the consequences for others - not only personal interest (9)
Moral motivation and moral courage	The rules and consequences for others come before personal interest (10)	Decision based first and foremost on the rules and consequences for others (11)	Autonomy Moral courage (12)

5.4 References for Annelies De Schrijver's external contribution (see 1.1)

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