

ILGA-Europe toolkit for training police officers on tackling LGBTI-phobic crime

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Table of Contents

Introduction	2
Section 1. Guidance on how to identify training needs and design strategies and training courses to combat LGBTI-phobic violence	5
Step 1. Identify the exact training needs in a specific local or national context	5
1. Building the basis for a fruitful cooperation with police forces on training	5
2. Undertake an analysis of the police forces and identify the main target group for training	6
3. Identify performance discrepancies of the target group	6
4. Determine training needs	7
Case study - defining training needs in Hungary	7
Case study - defining training needs in Scotland	7
Step 2. Define the main aims and objectives of training	8
Case study - defining main training aims and objectives in Hungary	8
Case study - defining objectives for training on LGBT-phobic hate crime in Portugal	9
Step 3. Formulate a coherent training strategy	9
Case study - developing a strategy for training on combating LGBTI-phobic hate crime in Denmark	10
Case study - developing an action plan on fighting LGBTI-phobic hate crime in Portugal	10
Case study - diversity training for probationer police officers and police forces in Scotland	11
Step 4. Design a coherent training course agenda with competent trainers	11
Case study - training agenda in Denmark	12
Case study - training agenda in Hungary	12
Case study - training agenda in Portugal	13
Section 2. Guidance on how to conduct a training course to combat LGBTI-phobic violence	15
1. Ensure group-building amongst trainees	15
2. Make use of different training techniques	15
Table on different training techniques and examples from Hungary	17
3. Choose appropriate training material and tools	19
4. Choose the right trainers and ensure they are well prepared	21
Section 3. Guidance on how to evaluate a training to combat LGBTI-phobic violence	22
1. Why is evaluating a training course important?	22
2. Who is contributing to the evaluation?	22
3. What should be evaluated exactly?	22
Case studies - evaluating training courses in Portugal, Hungary, Denmark and Scotland	23

Introduction

“Working with the police and challenging hate crime in Europe”: this is the full name of the project carried out by the European region of the International Lesbian, Gay, Bisexual, Trans and Intersex Association (ILGA-Europe) in 2008-2011, of which this training toolkit is an outcome. Before taking a closer look at the recommendations and suggestions on how to set up and conduct training to combat LGBTI-phobic hate crime, it is worth going back to the nature of the project itself, which is perfectly reflected in the two parts of its title.

Among all the actions undertaken by ILGA-Europe to combat LGBTI-phobic hate crime, it quickly became clear that providing tools to help our members and other LGBTI organisations to engage with police forces meets a particularly important need. Raising awareness among police officers and the authorities, promoting adequate training curricula, and fostering targeted cooperation are necessary in order to protect LGBTI communities from hate violence and to support victims. However, it is equally clear that training the police is only part of more comprehensive strategies that are needed to achieve social change. To build inclusive societies, free from prejudice and hatred, is the only way to eliminate homophobic and transphobic attacks.

While encouraging exchange of best practices of cooperation between LGBTI organisations and police forces, and developing appropriate training tools, ILGA-Europe has never stopped its comprehensive advocacy efforts towards all European organisations, including the European Union, the Council of Europe and the Organisation for Security and Cooperation in Europe (OSCE). They need to adopt legislation and promote policies to tackle homophobia and transphobia efficiently. At the same time, ILGA-Europe member organisations are constantly undertaking advocacy efforts at national and local level.

To combat LGBTI-phobic violence across Europe efficiently, a number of objectives need to be taken into account at the same time:

- Using existing data to raise awareness among decision-makers on the need to respond to LGBTI-phobic violence;
- Setting up efficient mechanisms to support victims;
- Designing proficient prevention mechanisms with the participation of civil society organisations and communities;
- Building confidence between public authorities and LGBTI people;
- Improving hate crime reporting schemes, a pre-condition to better meet all previously mentioned objectives;
- Specific tailored and comprehensive legislation providing effective penalties that take into account the seriousness of homophobic and transphobic crime.

All these objectives are complementary, and LGBTI organisations should ideally adopt comprehensive strategies.

The present **Toolkit for training police officers on tackling LGBTI-phobic crime** addresses one part of such comprehensive strategies. As engaging with police forces and building confidence and concrete cooperation are particularly sensitive issues, ILGA-Europe decided to provide its member organisations with a dedicated methodology on how to devise and implement training for police forces better to tackle LGBTI-phobic hate crime.

Since national and local contexts across Europe vary considerably, the Toolkit does not provide definitive answers to all questions that may arise in a given situation or specific local context. In particular, each training project proposed

by LGBTI organisations will have to take into consideration existing legislation, the structure of the police forces, authorities and/or police academies. Similarly, implementing training will depend largely upon actions undertaken to raise awareness within the police. Very often, it also depends on the mobilisation of coalitions between well-chosen allies, including Human Rights and anti-discrimination NGOs, and sometimes some sectors of relevant public bodies such as equality bodies and ombudspersons.

Taking into account these limits, we believe that the present Toolkit provides useful methodological advice to accompany and support LGBTI organisations in their efforts towards establishing training partnerships with the police. ILGA-Europe remains available for further targeted advice for its members who wish to set up training strategies and training sessions with police forces with the aim to tackle more efficiently LGBTI-phobic hate crime.

Note:

ILGA-Europe's **Toolkit for training police officers on tackling LGBTI-phobic crime** is the result of a consultation process organised by ILGA-Europe together with member organisations and police forces that have already worked in partnership with LGBTI associations.

We would like to thank the participants of the "Seminar towards training modules on police/LGBTI joint strategies to combat hate crime", organised in Brussels on 13 December 2010.

We would also like to mention the role of the reference group established in 2011, which has provided a very rich and appreciated input for the Toolkit. The participants of the reference group were: Maria Joana Almeida (ILGA-Portugal, Portugal), Tamás Dombos (Háttér Társaság a Melegekért, Hungary), Kenneth Engberg (LGBT Danmark, Denmark), Hazel Leslie (Lothian and Borders Police, Scotland), James Morton (Equality Network, Scotland) and László Oláh (Budapest Police, Hungary).

The practical case studies chosen for this Toolkit come from initiatives developed by ILGA-Europe member organisations in Denmark, Hungary, Portugal and Scotland. The Hungarian training curriculum was developed in the framework of the "Together For Equality 2009-2010" programme by the Ministry of Social Affairs and Labour supported by the EC Progress programme. The examples from Denmark and Portugal are based on the experiences of organisations which set up and carried out training in 2010-2011, within the framework of a project initiated by the *Danish Institute for Human Rights (DIHR)* with the support of the European Commission: "Tracing and tackling hate crime against LGBT persons".

Note on the terminology: Hate crime, bias crime, bias violence, LGBT-phobia

Bias crime and hate crime are often used to refer to aggression and violence targeting people because of their belonging or perceived belonging to a particular group or category. The use of this term supposes two elements:

- The existence of legislation recognising a crime;
- The consideration that bias or hatred is a determining motive of the perpetration.

Bias violence refers to incidents triggered by prejudice and to offences committed with a bias motive.

LGBTI-phobia is used in this publication as a generic concept referring to hatred and incidents targeting lesbian, gay, bisexual, trans and intersex people.

Section 1. Guidance on how to identify training needs, design strategies and training courses to combat LGBTI-phobic violence

Training to combat LGBTI-phobic violence is an important part of a wider strategy on tackling LGBTI-phobic hate crime. Well-defined training courses, precisely targeted and professionally carried out, can become a powerful tool to combat LGBTI-phobic violence. For this reason, a thorough preparation of the training is the key: a coherent training strategy includes a clear definition of the training needs, the overall objectives and aims pursued by the training and a comprehensible methodology and approach on how training is to be delivered.

Defining a training strategy with clear objectives is often possible only after carrying out a thorough training needs assessment. Such assessment helps determine the purpose and learning objectives of tailor-made training and the exact target group for training. It serves as the basis of focused design of training sessions and of their evaluation after completion of training.

The first key question of any training needs assessment is to know whose capacities and competences should be increased through training in order better to tackle LGBTI-phobic hate crime. The following questions may help further to identify the target group of training.

Step 1. Identify the exact training needs in a specific local or national context

Any thorough training needs assessment for training on combating LGBTI-phobic violence needs to build on the analysis of the local context of the local LGBTI communities and the organisational context in which police forces operate. Police forces in different countries and regions across Europe operate in very different work environments with different local cultures, hierarchical structures and experience in combating hate crime, including LGBTI-phobic violence. For this reason, if training is aimed at local police forces, the training needs assessment has to take into account the organisation in which the local police forces operate, including the tasks police officers have to carry out to tackle LGBTI-phobic hate crime. Similarly training police forces at national level requires a close analysis of the way the national police is organised and managed.

When possible, identifying training needs should be done in close cooperation with police forces to ensure training can actually be delivered in agreement with the police hierarchy. The following actions will help you to identify training needs in a specific local or national context:

1. Building the basis for a fruitful cooperation with police forces on training

The better the dialogue and cooperation between LGBTI organisations and police forces, the greater the success in training strategies initiated by and with LGBTI organisations. Close cooperation with police forces is crucial to ensure training can be planned and carried out successfully. It is important to think about the following key points:

- Determine who has the responsibility for training within police forces.
 - ◆ Who decides if there is training?
 - ◆ Who is responsible for training?
 - ◆ Is there any obligation for police officers to go for training?
 - ◆ With which members of the police forces can or should thorough needs assessment be done?

- Who are your main allies to convince the police to organise and carry out training on combating LGBTI-phobic hate crime?
 - ◆ Different organisations or authorities could be potentially helpful to convince police forces to organise training on LGBTI-phobic hate crime. Make sure to use their support to persuade the police. This could include ombudspersons, equality bodies, media, or local, regional or national authorities and politicians.
 - ◆ Ask yourself if in the current context of your country it is meaningful to organise training for police only on LGBTI-phobic crime or if there is a better chance of setting up training if it also covers all types of hate crime, diversity in general, or Human Rights standards applied to minority communities in general?
- How can you work on convincing police forces to carry out training for police officers?
 - ◆ Determine what is needed: a media and communication strategy? Evidence-based advocacy work?

2. Undertake an analysis of the police forces and identify the main target group for training

To understand training needs, you need first of all to undertake a thorough analysis of the police forces themselves and try to identify the main target group for training. As mentioned, this should be done, when possible, in close cooperation with local/national police. You need to:

- Determine the police forces that are or should be in charge of combating bias crime in general and LGBTI-phobic violence in particular. The following questions need to be considered:
 - ◆ Is the police centralised or not?
 - ◆ Is there any unit focusing specifically on hate crime, human rights, equality/non-discrimination or communities?
 - ◆ Is there any internal guidance on who is investigating hate crimes?
 - ◆ Have the police set up units for victim support?
- Agree on the target group for improving performance, and more precisely the rank and functions of the different police officers. The following possible target groups can be envisaged:
 - ◆ Police forces at different hierarchical levels
 - ◆ Young police officers trained in police academies
 - ◆ Officials in the Ministries for Interior and/or Justice or police officers at regional/ local level.

3. Identify performance discrepancies of the target group

The next step is to identify how the targeted police officers are currently tackling LGBTI-phobic hate crime and where possible deficiencies lie. More precisely, you need to:

- Define the required level of performance that the targeted police officers should achieve in accordance with the mission and strategy of police forces and in particular as regards their required knowledge and skills to support victims of LGBTI-phobic violence, report and monitor hate crime, and engage in prevention.
- Identify the current performance discrepancies of police officers in these areas. Identify as much as possible what knowledge, skills and attitudes need to be improved.
- Identify gaps that are not linked to skills and competences but have internal causes within the police, such as ineffective or unclear internal police strategies, problems related to organisational structure, staff management,

unclear task division and/or task definition, unclear processes, 'internal culture', or external causes such as the lack of funding to carry out tasks properly.

4. Determine training needs

After having determined the performance discrepancies of police officers and the knowledge, skills and attitudes that need to be improved, you need to ask yourself:

- Which knowledge, skills and attitudes gaps can be realistically addressed through training courses and which ones through measures other than training, such as policy/strategy re-design, task re-design, process re-design for police forces, etc.
- What form of training is most appropriate to bridge gaps? Is it training or do the targeted police officers need other support measures, such as on-job coaching?

The answers to these questions will help you to clearly define training needs and those police competences and skills that can and should be increased through training.

The following examples show how LGBTI organisations across Europe have worked to identify the training needs for training courses on combating LGBTI-phobic violence.

Case study - defining training needs in Hungary

In Hungary, the LGBTI organisation Háttér organised a training session with police forces in October 2010 on LGBTI-phobic crime.

To assess training needs and compile the training curriculum Háttér set up a working group of seven people, made up of legal scholars, practising lawyers, sociologists and training specialists. The group looked at available research data and personal experiences of people involved in legal aid to assess why hate crimes investigations fail. It further analysed what is taught about LGBT people and hate crime in basic police training, and if any further training on hate crime is available.

The group also identified key players within the police who have a direct influence on hate crimes investigations, and who could play a multiplier role within the police.

Finally the group contacted trainers with substantive experience with police training (mostly trainers in the field of domestic violence) to identify best practices and avoid common mistakes in police training.

Case study - defining training needs in Scotland

In Scotland eight police forces operate in separate districts with a fair degree of autonomy. The *Association of Chief Police Officers in Scotland (ACPOS)* has set up a *LGBT Reference Group* which works to oversee the interaction of the police and LGBT people across Scotland and improve the quality of policing services for LGBT people, by facilitating discussion and learning around policy. The Group meets quarterly and comprises representatives from each of the Scottish Police Forces, the Scottish Police College, Her Majesty's Inspectorate of Constabulary, the Scottish Police Services Authority and British Transport Police, along with representatives from LGBT organisations and agencies, including Stonewall Scotland, the Equality Network, the Transgender Alliance, LGBT Youth, the Gay Police Association, the National Trans Police Association and other LGBTI organisations.

As regards defining training needs, each of the eight Scottish Forces may use the reference group to bring forward local issues and seek assistance and guidance from other forces. If it is revealed that something is more than a local issue it can be considered as a national training need and progressed by the Reference Group.

The NGOs present in the Reference Group provide important input regarding training needs. One example is the training need for officers around same sex domestic abuse and violence which was highlighted at the Reference Group. The Reference Group also provides information to members regarding changes in legislation. Most recently this has included the introduction of the Offences Aggravated by Prejudice (Scotland) Act 2009; this has consequently led to the focus of the next national training day being 'Hate Crime'.

Step 2. Define the main aims and objectives of training

After having identified performance discrepancies and training needs of the targeted police officers, you will be able to define further the main aims and objectives of training.

What do the organisers of the training want to achieve with the training? What are the overarching aims? Does the training aim to:

- Increase cooperation between police and LGBTI associations better to tackle LGBTI-phobic hate crime?
- Increase the police's competences better to support victims?
- Monitor and report LGBTI-phobic violence?
- Raise awareness amongst police forces about LGBTI-phobic hate crime?
- Inform the police about existing legislation, or that a particular piece of legislation on hate crime also applies to LGBTI people?
- Achieve any other objective?

Taking into account the local and national context is again of paramount importance to ensure the aims are in line with local realities and needs.

Answering the above-mentioned questions will also help determine the right scope for a training cycle or, if one short training course is foreseen, the scope of such a course. As organiser you should be able to decide whether a training cycle or a training course should focus only on certain technical aspects related to reporting and/or, monitoring, should include a more general lecture on LGBTI rights, or should address broader community rights.

Case study - defining main training aims and objectives in Hungary

The result of the training needs assessment conducted by Háttér in Hungary was that the police lack basic knowledge about LGBT people and that the level of legal and practical knowledge on hate crime among Hungarian police officers is very low. Therefore Háttér decided that training had to fulfil two key objectives:

- To get the participants acquainted with basic information about the LGBT community and raise their awareness to recognise prejudice and discrimination against LGBT people;
- To disseminate legal and practical knowledge about hate crime, such as the various types of hate crimes, data on reported cases, and best practices for providing support to victims.

Case study - defining objectives for training on LGBT-phobic crime in Portugal

In Portugal, ILGA-Portugal organised training for police on LGBT-phobic crime in 2010 and 2011. The following training objectives for police officers and state institutions were identified:

- To get to know the training project, the participants and the context;
- To increase knowledge of discrimination, essential concepts of sexual orientation and gender identity, and to understand specific issues of discrimination against LGBT persons;
- To increase knowledge of Portuguese legislation and its role in protecting against discrimination and hate crimes;
- To improve interview techniques for dealing with hate crime victims;
- To increase knowledge of fundamental Human Rights and the link with hate crimes against LGBT people, including knowledge of international principles and good practices;
- To present the past activities of ILGA-Portugal on hate crimes and proposals for the future;
- To see how to apply training contents in personal, professional and institutional practice and in particular to create an action plan.

Step 3. Formulate a coherent training strategy

Determining training needs and the aims and objectives of training may lead to the conclusion that there is a need for a whole cycle of training sessions on different issues. Depending on the resources available and on the support you can get, you will hopefully be able to set up a coherent training strategy which should distinguish clearly between realistic short-term, mid-term and long-term objectives and which sets out different training modules to meet training needs and the objectives agreed upon. We are aware that this might not necessarily be easy to do in your country, due to different obstacles you may come across at different levels, such as insufficient funding or lacking political support of local/national authorities. Yet, conceiving a coherent training strategy is something that should be aimed for in absolute terms as it helps define the right priorities first and help you to be coherent in your training activities.

To devise a coherent training strategy that has a real chance to be implemented, it is further crucial that the following questions be answered:

- Do LGBTI associations and police forces pursue coherent aims as regards the increase of competences of police forces to tackle LGBTI-phobic crime?

More precisely: is the police organisation backing the training strategy and what is the police's purpose and training policy as regards tackling LGBTI-phobic crime?

- Do the police forces already have training strategies to tackle hate crime, including other forms of hate crimes? If so, how does your training strategy fit the wider training strategies of police forces in this area?

- How far does the training strategy meet the strategies of local, regional and national LGBTI associations?

- How can police forces make optimal use of increased capacities of their staff and avoid trained police officers returning to 'business as usual'?

Your answers may lead you to the conclusions that it might be more strategic to combine police training on LGBTI-phobic crime together with training against hate crimes based on other motives, such as ethnic origin, religion or belief, or domestic violence. As a result, coalitions with other NGOs and organisations active in these areas can prove strategic.

In particular the last question about necessary follow-up measures by police forces to ensure their trained staff is actually able to implement what they have learned may make it crucial – if you can be given this possibility - to cooperate closely with police forces to ensure your training efforts are as fruitful as possible.

As mentioned above, good cooperation between police and LGBTI organisations is the key, and this becomes even more crucial when developing training strategies which are meant to be implemented over a longer period of time.

The following examples highlight what training strategies LGBTI organisations and police forces in Denmark, Portugal and Scotland have put in place together to deliver targeted training for police forces on combating LGBTI-phobic violence:

Case study - developing a strategy for training on combating LGBTI-phobic crime in Denmark

In 2010 the *Danish Institute for Human Rights* (DIHR), in cooperation with LGBT Danmark, organised and carried out a two-day training course for police which was part of the project “Tracing and tackling hate crime against LGBT persons”. The training strategy was built around three main topics:

- Applicable law and available police tools.
- LGBT people. This included organised meetings between police officers and LGBT people to create opportunities to ask for LGBT experiences with the police.
- Judicial system. This included the analysis of all the elements that the judicial system needs in order to have a case heard.

The training project has now been taken over by the *Danish Security and Intelligence Service*¹ in cooperation with LGBT Danmark and DIHR.

Case study - developing an action plan on fighting LGBTI-phobic crime in Portugal

Like their Danish colleagues, ILGA-Portugal also participated in the project of the *Danish Institute for Human Rights* (DIHR) entitled “Tracing and tackling hate crime against LGBT persons”. Within the framework of this project, ILGA-Portugal decided to put in place a training module where participants should reflect on an action plan and share it with their institution, school and/or police service. The aim was to guarantee the application of training content in personal, professional and institutional practice and to have written agreements between ILGA-Portugal and the trainees with respect to the training aims on violence against LGBT people. An action plan was devised with the following main points:

- Identify needs with respect to violence and hate crimes against LGBT people;
- Goals in professional practice (police, state institution, union, school, continuity training, etc.);
- Personal/professional actions;
- Tasks to be carried out;
- Obstacles and threats;
- Opportunities and highlights in the action plan for professional and personal actions;
- Time/duration;
- Responsibilities;

The results of this module were positive and included starting up a working group interested in this issue, inviting others, plans for classes for police officers, information reports for higher staff in police institutions.

¹ Politiets Efterretningstjeneste (PET)

Case study - diversity training for probationer police officers and police forces in Scotland

The Scottish police provide a full training programme on diversity for probationer police officers (i.e. police officers in their early stage of training) at *Tulliallan Scottish Police College*. The training is split over several weeks with outside speaker inputting on aspects of diversity.

In addition, several of the eight police forces in Scotland have set up training courses for their staff focusing on diversity. Specific training on combating LGBTI-phobic crime is not delivered, but the issue of LGBTI-phobic crime is incorporated into the diversity trainings.

For example, *Grampian Police* delivers a one-day diversity awareness course to Support Staff and Special Constables. Part of the course concentrates on protected characteristics and the legislation that protects people who identify with these characteristics, their associates and those perceived to identify with the protected characteristics. The course also covers the stereotyping, prejudice and discrimination of groups of people and the importance of thinking about the affect someone's behaviour can have on others even though it was not intended - impact versus intent. The course does not go into specific details about each individual protected characteristic (such as LGBTI people), but all are mentioned during the discussions which are held throughout the day.

At *Tayside Police* all police officers and staff are appraised on an annual basis on their approach to equality and diversity and any training needs that are duly identified are forwarded to the Force Staff Development Unit and appropriate training sourced accordingly. All new members of police staff have to follow a compulsory one-day diversity awareness training course that is hosted internally by the Force Staff Development Unit.

Dumfries and Galloway Police has recently delivered 3 days of diversity training at Force level run by in-house trainers and the diversity officer incorporating inputs on all the protected characteristics, including LGBTI issues. New police officers follow the diversity training at the Scottish Police College. In the absence of a diversity officer or assistant, new police staff and Special Constables receive a diversity booklet with a tear off slip to confirm that they have read it. The police force is exploring options for future training delivery dependent on resources.

Step 4. Design a coherent training course agenda with competent trainers

A single training course or training cycle with several training courses should aim to implement the training strategy that you have developed, and meet the training objectives and identified training needs of the target group.

When designing the agenda for one single training course or a cycle of training courses, make sure the agenda is clear about the following points:

- The training course pursues a clear objective, is part of a coherent training strategy and has a clearly defined target group;
- The topics of the training course meet the set objectives;
- The length of the training course is appropriate and allows trainees to effectively absent themselves from work and take part.

Finally, ensure those chosen to run the training course are experienced trainers and are sufficiently qualified to train on combating LGBTI-phobic crime. Depending on the local/national context a mixed team of trainers can be of

added value for the training. A “mixed” team could include experts from police forces and LGBTI associations. When possible, it is equally recommended to associate representatives from equality bodies and human rights departments of police as trainers.

The following case studies provide detailed examples of training agendas as developed by LGBTI organisations:

Case study - training agenda in Denmark

In its two-day training for police forces in August 2010 organised by the *Danish Institute for Human Rights*, the training schedule was developed as follows:

- Danish legislation and the definition of hate crimes (1 hour)
- What do we know about hate crimes? (1.5 hours)
- Introduction to good practices and experiences from the United Kingdom and Sweden (2.5 hours)
- Investigation of hate crime at Station City - a concrete example (4 hours)
- Introduction to a database for registration of hate crimes (1.5 hours)

Case study - training agenda in Hungary

The LGBT organisation Háttér organised a two-day training in Budapest in October 2010 for Hungarian police forces from all over the country, to increase knowledge about LGBT issues and the prejudices that follow from discrimination and hate crime, and to prepare participants for effective response to hate crimes against LGBT people. The whole training course consisted of four modules:

I. Prejudices and the LGBT community: the concepts of sexual orientation and gender identity; social characteristics of the LGBT community; prejudices about LGBT people; institutional homophobia

II. Equal treatment in criminal procedures: the concept and legislative background to equal treatment; LGBT people in criminal procedures (terminology; investigation; search and detention); LGBT people as a specifically vulnerable victim group

III. The significance of hate crimes: the definition and significance of hate crimes; the effects of hate crimes on victims; hate groups and perpetrator profiles

IV. Responses to hate crimes: the definition of “violence against a member of a community” and “incitement to hatred” in Hungarian criminal law, their delineation from other crimes; indicators for hate crimes; victim protection; data collection and data protection.

The exact schedule for this two-day training course was devised as follows:

Day 1

1. Introduction: Each participant introduced her/himself with a characteristic that alliterates with their given name. Each participant chose a picture that is the closest to her/him.

Brainstorming on rules for the training.

Discussing expectations and potential contribution (in small groups, post-it remains on the wall).

2. Hate Crimes I: Presentation on definition of hate crimes, their significance, victim groups, hate groups, statistics, difficulties of prosecution, international recommendations.

Discussion in small groups: what is old/new knowledge? What do you agree/disagree with? Relevance for the work of participants?

4. Prejudices I: Exercise “Leila and Mohamed”: Story about a girl crossing the river to meet her lover. Characters in the story have to be rated based on sympathy. New information given; ratings re-evaluated. Presentation on categorization, stereotypes and prejudices.

5. Prejudices II: Identity circle: give six characteristics that form part of your identity.

Brainstorming in four small groups: positive and negative stereotypes about police officers and LGBT people.

Exercise: “True or False” on LGBT related (prejudiced) statements.

Presentation on history of LGBT movement, symbols and basic LGBT legislation.

6. Questions and answers

Day 2

1. Hate Crimes II: Presentation of Hungarian legislation on hate crimes, delineation from other crimes. Exercise:

Analysis of hate crime cases based on pre-given questions.

2. Equal treatment in police work. Exercise: small groups are given copies of the Criminal Code, collect crimes and offences for which sexual orientation might be relevant, explain how it is relevant. Open discussion about personal experiences with LGBT people during police work.

Presentation on equal treatment legislation.

3. Hate Crimes III: Presentation on indicators of hate crimes, basic guidelines for investigation and interviewing.

Exercise in small groups: translate indicators to questions you can ask of victims and witnesses.

4. Hate Crimes IV: Role-playing exercise with victim, witnesses, police telephone operator, patrol officers and investigators. People without a role should observe and evaluate the work of the others.

5. Evaluation: evaluating training based on expectations on post-its, oral feedback; filling out feedback form.

Case study - training agenda in Portugal

ILGA-Portugal organised a two-day training (25th and 26th November 2010) for Portuguese police forces (at the facilities of Escola da Polícia Judiciária), in cooperation with a project coordinated by the Danish Institute for Human Rights. The course was mainly conducted by trainers from NGOs. The following training course schedule was devised and implemented:

Day 1:

Presentation (NGO trainer/s)

Goal: Get to know the project, participants and context

Module 1: Discrimination on the grounds of sexual orientation and gender identity (NGO trainer/s)

Goal: To increase knowledge of discrimination, essential concepts on sexual orientation and gender identity and to understand specific issues of discrimination against LGBT people. This is a fundamental module to start with, since knowledge about the origins, prevalence and impact of this discrimination is usually very limited or non-existent. Therefore, police officers (like many other professionals) underestimate the real dimension of this phenomenon and many do not even understand it at all.

Module 2: *LGBT people’s rights and Portuguese legislation on hate crimes* (invited trainer, law professor)

Goal: To increase knowledge of Portuguese legislation and its role in protecting against discrimination and hate crimes

Module 3: *Police ethics and identifying hate crimes against LGBT people* (NGO trainer/s)

Goal: To improve interview techniques for dealing with hate crime victims

Day 2:

Review previous day

Goal: Review of knowledge from previous day

Module 4: *Human Rights and hate crimes against LGBT people* (external trainer from project coordination)

Goal: To increase knowledge on of fundamental Human Rights and the link with hate crimes against LGBT people

Module 5: *Cooperation experiences between police forces and the LGBT community* (NGO trainer/s, foreign police officer, human rights expert)

Goal: To increase knowledge of international principles and good practices

Module 6: *Professional and institutional practices and the identification of hate crimes against LGBT people* (NGO trainer/s)

Goal: To apply training contents in personal, professional and institutional practice

Questions, evaluation and final conclusions (NGO trainer/s)

Section 2. Guidance on how to conduct a training course to combat LGBTI-phobic violence

Keeping in mind that education and training are carried out in different ways across Europe, the following section provides some specific advice and guidance on how to conduct a training course for police officers to combat LGBTI-phobic violence. The information is based on the knowledge and experience of ILGA-Europe, its network of members and police partners. It contains advice on what training techniques can be used, how to build up connections between trainees, and how to choose the appropriate training material and tools.

1. Ensure group-building amongst trainees

Before starting to deliver the content of the training, it is crucial that participants of a training course on combating LGBTI-phobic crime feel that they are in a safe environment and that they can ask any questions about LGBTI issues, without having to fear that their questions might be considered 'stupid'. Also, participants have to feel right from the start that their knowledge and experience are valued and can be useful for the aims of the training course. In addition, trainees might not necessarily know each other and not know the trainers. Building a shared feeling of belonging to a group is thus the key and will help advance the objectives of training on combating LGBTI-phobic crime.

For these reasons and to ensure participants get acquainted with each other and start building a group, you can use simple group-building exercises at the start of the course. Group building requires only little planning and should not take up too much time at the beginning of the training course. However, it is crucial as it can foster understanding, affinity and connection amongst the trainees and the trainers and help ensure the training can be carried out according to plan. There are several so-called 'icebreakers' to ensure that trainees introduce themselves individually and rapidly to the other participants and get acquainted with each other. Other short exercises help define the things all trainees (and the trainers) have in common, thus helping to build a group.

2. Make use of different training techniques

There are several training techniques that you can use during training, depending on the type of information that needs to be transferred or the skills and competence the trainees need to acquire.

There is no rule as to the most effective training technique. Depending on the specific target group of trainees, the objective of the training course, the size of the group, the types of skills trainees need to be trained in, the appropriate tool may vary. The table below gives a short overview of different training techniques, what they mean and when it is best to use them. The different techniques can be complementary and using them alternatively will make the training more dynamic. Some trainees may already have some training experience as regards fighting LGBTI-phobic crime and therefore more practical training techniques may fit their specific needs better.

In particular, inter-active training techniques such as discussions, question and answer sessions, case studies, role play, etc.) can help make a training course more dynamic and motivating for trainees and trainers; these techniques should be used as much as possible, for the following reasons:

Lecturing is one-way flow of information and makes it more difficult for trainees to feel involved and, as a result, their attention is more likely to flag. Therefore interactive training methods involving trainees actively will help maintain their attention and their engagement. An interactive approach will also engage the trainees in a true learning process where they will have to think for themselves. Finally, interactive training provides a forum for the trainees to share their own thoughts and experiences as professionals with experience in the field and their input can be valuable both to other trainees and also to the trainers.

The following table details different training techniques and in which situations it may be best to use them. A two-day training course in Hungary in October 2010 is used as a practical example of how different types of training technique can usefully complement each other in a specific context of training on fighting LGBTI-phobic crime.

Different training techniques and examples from Hungary

<i>Training technique</i>	<i>Description</i>	<i>In which situation it is best to use this technique</i>	<i>Example from a training course carried out in Hungary</i>
Icebreaker	Icebreakers give the possibility to get to know each other and create the group of trainees and trainers.	This useful at the start of the training course or after a group change.	Choose a picture: A large number of different photos from magazines were put on the floor in the middle of the room. Participants were asked to choose a picture that was close to them and later explain why they chose that particular one.
Lecture	One person conveys information to a group of learners by talking to them, with or without visual aids. There is no participation by the learners and little feedback to the lecturer.	Ideal for large groups where discussion is not practical. When an expert is relaying new information to learners who have no relevant personal experience. A lecture can also be appropriate to deliver information on abstract concepts (e.g. if the training includes a phase on Human Rights/LGBTI rights).	The significance of hate crimes: The training started with a lecture on the definition of hate crimes, their prevalence, causes and effects on the victims, hate groups and international recommendations. The lecture helped to “set the scene” by introducing key terminology and convincing participants that it is an important issue to deal with.
Discussion	A planned conversation (exchange of ideas or viewpoints) on a selected topic, which is guided by a discussion leader.	Ideal where the ideas and experiences of the group will help them discover the point they are learning. There needs to be an experienced leader to keep things on track.	<p>Experiences with LGBT people: Participants were asked to recount personal experiences of meeting with LGBT people during their work. They were asked to share the context in which they met, how they handled the situation, what they found difficult or uncomfortable. Other participants were encouraged to share how they would have acted differently. Check whether you should put LGBTI throughout.</p> <p>LGBT people as vulnerable victim group: Participants were divided into groups of 4-5 people; each group was given a printed copy of the Criminal Code. Groups were asked to collect those crimes that are particularly relevant for LGBT people (do not specify if victim or perpetrator). After discussion in small groups each group was asked to give one example and explain why it is relevant. The circle went on until no further examples were given. If prejudiced views came up (e.g. paedophilia) a guided discussion was initiated by the trainer.</p> <p>True or false: Participants were given a printed list of statements concerning LGBT people. Statements included both true and</p>

			<p>false ones, the latter related to widely shared stereotypes about LGBT people. Each participant was asked to decide if a statement was true or false. The decisions were discussed in the whole group; the trainer provided further information on all statements. The exercise closed with a small “competition” on who got most statements right.</p>
Case Study	<p>A realistic situation or a series of actual events is presented to the learners, either orally or by a handout, for their analysis.</p>	<p>Ideal where real-life situations get the point across most effectively. Where multiple points of view will help learners to better understand the concepts.</p>	<p>Hate crime cases: Participants were given short (half-page) summaries of incidents based on media reports or victim stories. Participants were asked to 1) decide if the case was a hate incident; 2) decide if it qualified as a hate crime according to existing national law/existing legal definitions; 3) identify hate crime indicators; 4) discuss what the police could have done to prevent the incident or how they should have behaved during the investigation.</p>
Role-Playing	<p>Leaders or learners act out roles presented in a particular situation. Participants must supply their own dialogue within the context of the role and the situation.</p>	<p>Ideal where high learner participation is desired, and when the subject involves person-to-person communication. Again, there needs to be an experienced leader to keep things on track.</p>	<p>A hate crime investigation: Participants were provided with half-page summaries about a role they are going to play. The summaries were not shared among the participants; each of them only knew his/her own role. The story was about a pub scene in which name-calling ends in violence. Roles included: a victim, two friends of the victim, two employees of the pub, a police telephone operator, two patrol officers and two police investigators. Trainees who did not participate in the role-playing were asked to observe and later give feedback on how each participant behaved.</p>
Brainstorming	<p>Group members suggest possible solutions to a problem in rapid-fire order, either orally or on cards to be posted. All ideas are considered; criticism and censorship are not allowed.</p>	<p>Ideal when the things to be learned involve pulling together the ideas of the whole group. This can be particularly appropriate in the case of programme or strategy planning.</p>	<p>Stereotypes: Participants were divided into four groups. Each group was asked to collect as many names, stereotypes and prejudices as possible. The first group was asked to collect negative stereotypes about LGBT people, the second negative stereotypes about the police, the third positive stereotypes about LGBT people, the fourth positive stereotypes for the police. The exercise helped to expose widespread views as prejudices, taught that all groups suffer from stereotyping, and helped police connect with the LGBT community.</p>
Question and Answer Session	<p>An opportunity for an expert to impart specific knowledge about a topic in direct response to the desires of the group of learners.</p>	<p>This is ideal near the end of a training session and when an expert is available who has superior knowledge and the authority to say which answers are correct.</p>	<p>LGBT people: Following the lecture on the history of LGBT movement, symbols, current situation and basic LGBT legislation, participants were given the chance to ask the lecturer questions.</p>

3. Choose appropriate training material and tools

Appropriate training material and tools are the key to ensuring that trainees are equipped with the necessary tools to apply what they have learned. All training material needs to be as close as possible to the reality that police officers face when combating LGBTI-phobic crime.

Case studies based on real life cases can help illustrate in a practical way the information you are transmitting. There are many case studies that police forces or LGBTI associations can provide on combating LGBTI-phobic crime. These can include cases on how to monitor hate crime, how to assist victims, how to assist reporting at a police station, etc. Case studies will generally help trigger discussion amongst trainees on how to set up and implement certain techniques used by police forces in different countries to combat bias/hate crime and violence. Case studies can also include relevant techniques used to tackle hate crime which are not LGBTI-related. Many LGBTI organisations who regularly organise or co-organise training courses for police recommend not to use hypothetical cases, but actual or real cases. Also, ideally police should provide the case study as this will help the trainees to think along the procedure lines they have to follow.

Training notes provide the trainees with longer lasting information. They should be considered as reference material which trainees can use to learn more about a subject and to remind them of the presentation.

Visual support tools such as pictures, diagrams, photographs, tables and audio and video recordings can be powerful training tools. They should be an illustration of the information you are trying to communicate and should be included in a presentation, but should never replace the presentation or the trainer.

Exercises can be given in many forms to illustrate the theory or information and let the trainees practise themselves. They can be done individually or in groups depending on the setting of the training and the specific goals of the exercise. It is always interesting and useful to let trainees present the outcomes of the exercises themselves. This is interesting for the group as a whole and often gives rise to discussion.

Materials coming from different national or local contexts can be useful, provided they are easily understandable by the audience, and that a potential transfer to the local context of the trainees appears realistic.

Visual support tool - video interview with hate crime victim in Hungary

For future training of police officers in Hungary, the Hungarian organisation Háttér decided to use first-hand stories from victims of LGBTI-phobic crimes. They can be particularly useful to convince participants of a training course of the highly detrimental effects of hate crimes on victims and their community. They also allow the organisers to avoid the risk of exposing victims to a public of police officers during training in which they might be asked insensitive questions. Don't forget that hate crimes often cause victims long-lasting trauma. This is why Háttér decided to prepare for future police training sessions a video about a particular hate crime incident incorporating both a victim and a witness. The video is currently still under preparation and will be based on personal interviews, in particular how the interviewees felt during the attack, their experience with the police and the lasting effects of the attack on their sense of security and identity.

Training material in Scotland

In Scotland, there are a number of policies that shape how police forces approach the issue of hate crime and ensure equality of service. ACPOS, the *Association of Chief Police Officers in Scotland*, has published a variety of support tools that are used and presented during training courses, including training organised and carried out jointly by the *LGBT ACPOS Reference Group* with LGBTI organisations:

Diversity Booklet

http://www.acpos.police.uk/Documents/Policies/EQUALDIV_DiversityBooklet09.pdf

Equality and Diversity Strategy

<http://www.acpos.police.uk/Documents/Policies/ACPOSEquDivStrategy2009.pdf>

The related EIA http://www.acpos.police.uk/Documents/Policies/ED_DiversityStrategy20092012_EIA.pdf

Gender Agenda

http://www.acpos.police.uk/Documents/Policies/P&T_GenderAgendaNov2008.pdf

Hate Crime Manual: http://www.acpos.police.uk/Documents/Policies/ED_ACPOS_HateCrimeManual_Sept2010.pdf

The related EIA

http://www.acpos.police.uk/Documents/Policies/ED_ACPOS_HateCrimeManual_Sept2010.pdf

Transgender People in Custody

http://www.acpos.police.uk/Documents/Policies/ED_TransgenderPeopleCustodyGuidanceV2.pdf

Transgender People in Employment

<http://www.acpos.police.uk/Documents/Policies/P&TTransgenderPolicyFeb09.pdf>

ACPOS LGBT Action Plan

http://www.acpos.police.uk/Documents/Policies/ED_LGBTActionPlanMay2010.pdf

4. Choose the right trainers and ensure they are well prepared

Training stands and falls with the quality of the trainers. The choice of the right trainers is of key importance, especially when it comes to training police officers on a complex and sensitive issue such as combating LGBTI-phobic crime. LGBTI organisations experienced in organising and conducting training for police recommend keeping in mind the following points:

- The trainers chosen for the training course have to be sufficiently well qualified to train the trainees as regards training in general and combating LGBTI-phobic hate crime in particular.

- ◆ Involving trainers right from the start during the development of the training curricula will help ensure that they fully identify with the training programme.

- ◆ Ensuring a mix of trainers with different backgrounds, and combining police officers with LGBTI associations and possibly other institutions such as equality bodies, ombudsman office or other Human Rights and anti-discrimination NGOs, will give trainees a more complete picture of the challenges and the most appropriate way to perform their tasks when tackling hate crime.

- ◆ Make a clear decision with the trainers, before the training course, on whether they accept to openly comment on their own sexual orientation/gender identity.

- ◆ If you invite trainers from abroad to provide examples of good practices, make sure you brief them in sufficient detail about the local context of hate crime and the degree of cooperation local LGBTI organisations have established with police forces.

Section 3. Guidance on how to evaluate training to combat LGBTI-phobic violence

1. Why is evaluating a training course important?

Evaluating a training course after it has been completed will help you to see if the objectives and aims that training should pursue have been met.

For the organisers of training courses it is crucial to pay special attention to this phase since a thorough evaluation will help determine:

- a possible second step of implementing training strategies, including a second round of training courses;
- whether it is meaningful to extend the training modules to other sectors of the police forces and authorities, or even to other public authorities.

The evaluation of a training course for police officers on tackling LGBTI-phobic crime consists mainly in assessing the pertinence of the training programme, and whether the training had a positive impact on police performance when dealing with LGBTI-phobic violence. This may prove to be difficult to measure, and even more so when training was only provided for a short period.

This evaluation will help you to further define and fine-tune training strategies, and the exact objective and content of future training courses. It will also help to assess the remaining needs and expectations of the trained police officers, without forgetting the feedback from the trainers. It will give further insight into the needs of police forces in general when tackling LGBTI-phobic violence, the needs of the partners that have been involved in or associated with a training course (e.g. equality bodies), as well as the needs of all other relevant public institutions, including those that did not take part in the initial training programme. Finally, a comprehensive evaluation after a training course should also be seen as an opportunity to input into broader strategies to prevent and combat LGBTI-phobic violence.

2. Who contribute to the evaluation?

To make the evaluation of a training course as complete as possible it should include an evaluation by the following parties:

- the trainees, i.e. the police officers that have been trained;
- the trainers;
- the local, regional and/or national police authority which employs the trained police officers;
- the training organisers. This can be LGBTI organisations or police forces or both, where a training course is organised jointly.

It is crucial for all involved to understand that a thorough evaluation is in everyone's interest. You might come up against difficulties in obtaining a thorough evaluation and will need to be flexible as to how you go about it. Evaluation should cover a variety of subjects and can be carried out using different techniques as described in the subsections below.

3. What exactly should be evaluated?

The evaluation should at least include the following aspects:

- Logic and structure of the training programme
- Training content

- Training material
- Performance of the trainers
- The practical applicability of the knowledge gained by the trainees
- Logistic organisation of the training course
- General evaluation of the usefulness of the training
- Suggestions of participants on how to improve the modules and what should be done next.

There are different ways of evaluating a training course. Individual interviews can be held with some or all of the trainees, with the trainers and the organisers. Trainees can also be asked to evaluate the course informally in an open discussion after the end of the course. Asking trainees to fill out a simple questionnaire is certainly the easiest way, but if it is not done during the course there is the risk that not everyone will fill it out and send it back.

Obviously the questions for evaluating a training course may differ according to who is asked to evaluate, a training organiser assessing a training course her/himself, the trainees, the trainer or the local/regional or national police authority.

The following examples give a short overview on how LGBTI organisations across Europe have carried out evaluations of training courses for police officers which they have (co-) organised, and what exactly they have evaluated.

Case studies - evaluating training courses in Denmark, Hungary, Portugal, and Scotland

ILGA-Portugal has carried out training courses for police officers as part of the project carried out by the *Danish Institute for Human Rights*. The assessment carried out amongst project partners included several questions to evaluate this training and the impact it had. Questions were addressed to the partner organisations which set up the training, and also partly to the police:

Questions for partner organisations and police:

- In your view did the training accomplish its aims and if so, how?
- In your view, what were the strong points in the training course?
- In your view, what were the weak points in the training course, if any?
- Are there any training elements/modules that you consider essential for training on tracing and tackling hate crime against LGBT persons?
- Since the training, have work relations and cooperation improved between police and the local NGO?

ILGA-Portugal had strong expectations that trainees would send a positive message to their hierarchy about the training. After the course ILGA-Portugal also carried out an internal evaluation, which included some of the following questions:

- What do you think about this experience of police training (strengths, weaknesses, opportunities, threats)?
- Did the training create any opportunities for the future? Were you able to create new relations or future endeavours with the police?
- Have you carried out or considered holding further training workshops?

In **Hungary**, at the end of a two-day training course, Háttér, the organiser, distributed written evaluation questionnaires with questions concerning the relevance, applicability and structure of the training, as well as questions evaluating the performance of the trainers and the organisational aspects of the course. They also provided a forum at the end of the training course to obtain oral feedback on what trainees liked and what they would change.

Since it was a pilot training course, Háttér paid specific attention to evaluating the course among themselves: the trainers and the working group discussed together how well they had managed to engage the participants, which activities had worked and which had not, and whether new information or competences needed to be added. As a result, for further training courses a few activities were dropped, the time for the role-plays was expanded and a Q&A session was introduced after the lecture on the LGBT community.

As part of an ongoing evaluation, Háttér is planning to contact trainees six months after each course to assess the impact of the training on their work. Questions would include whether trainees had the opportunity to use the information and skills they acquired during the training course, and whether they would need further information or training on this issue.

In **Denmark**, LGBT Danmark and the Danish Institute for Human Rights have carried out an evaluation after their two-day police training through a written questionnaire addressed to the trainees, similar to the one used in Portugal. In addition, two months after the course the organisation had a meeting with police to see what changes the training had triggered in the daily work of the police when dealing with LGBTI-phobic hate crime. Before the course the police hierarchy had given much publicity for the training, and overall the police was very satisfied with the course.

In **Scotland**, evaluation of training courses for police officers is carried out informally with trainees at the end of a training session and through a standard evaluation form which trainees fill out after the training. The findings are published on the intranet.

