

# REPORT



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February 2021

STRENGTHENING  
CIVILIAN OVERSIGHT OF  
INTERNAL SECURITY FORCES  
PROJECT PHASE III

## Report on Virtual Technical Study Visit to Belgium

*Prepared By:*

*Jacques de Maillard  
and Theo Van Gasse*



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- Transparent
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- Citizen Focused
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STRENGTHENING  
CIVILIAN OVERSIGHT OF  
INTERNAL SECURITY FORCES  
PROJECT - PHASE III



İÇ GÜVENLİK SEKTÖRÜNÜN  
SİVİL GÖZETİMİNİN  
GÜÇLENDİRİLMESİ PROJESİ  
III. AŞAMA



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<b>Reference to the Description of the Action</b>	
<b>Component</b>	A. Legislative and Institutional Framework
<b>Activity</b>	A.2.2 Carry out a technical visit to a selected EU member state
<b>Output</b>	Report of Technical Study Visit to Belgium
<b>Description</b>	The technical visit will analyze the good practices and lessons learned in a selected EU member state, which has a similar context to Turkey and can serve as a good example to follow.



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## Executive Summary

The technical study visit in Belgium was organized to understand how the Belgian police integrate the citizens' perspective into its performance measure, management and evaluation. It had two main focuses: (a) "Citizen focused performance evaluation" of ISFs (internal evaluation of citizen focus, and also external evaluation by the mayors or other partners, formal or informal), (b) Effect of such focus on operations (improved relations of police with citizens/partners).

Due to the Covid constraints, the technical study visit was organised online during two days (Monday 15<sup>th</sup> and Tuesday 16<sup>th</sup> of February 2021). Presentations were ordered around three complementary perspectives:

(i) A police that respect rights: the police must respect the rights of individuals, but even more so the police must protect the rights of individuals.

(ii) An accessible police force that meets the population's demand for security: the police officers, through their territorial location, through their partnership networks, but also through their attitudes are working to respond to the population's demand for security.

(iii) A police that protect and help the public: The police do not only carry out repressive action. They are meant to help, serve and protect the population.

Seven different presentations were made around these three different perspectives. During these presentations, three main benefits to police action appeared:

- Respecting the rights of individuals requires the police to act impartially and equally. Combating stereotypes and leading police officers to reflect on their biases promotes impartial policing.

- Reducing tensions and fostering a relationship of trust: these projects promote peaceful relations outside the (tense) context of police intervention in the streets.

- Promoting more indirect (and more global) action: police should benefit from information coming from the public and partners, and they must also rely on the resources that other actors in the territories can offer.

Achieving these goals is however far from easy, as different blockages may appear (such as a narrow conception of performance measurement, a shared professional culture of intervention and mistrust or even suspicion of the public, etc.).

We identified several important levers during presentations: Support bottom-up initiatives (give room for manoeuvre to local units wishing to promote innovative actions); have clearly established principles of action (think of the 5 pillars of the Belgian Community oriented model: external orientation, problem solving, justification, partnership, empowerment); link operations and prevention (to avoid reinforcing a silo mentality and involve the various police officers in innovative projects), manage collective performance (measure the cost, evaluate action, integrate qualitative measures), monitor individual performance (by integrating a diversity of data and not adopting a punitive approach), favour training (based on collective reflection and empirical case studies).



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## 1. The course of events (Monday 15 and Tuesday 16 of February)

### 1.1. MONDAY 15<sup>TH</sup> OF FEBRUARY

- Presentation 1: Belgian Police: Organization, performance and commitment towards citizens
- Presentation 2: A Police officer in a kindergarten? Benefits for the police and the citizens (Project “A police officer in the kindergarten”)
- Presentation 3: Neighbourhood policing: Philosophy, value for and assessment by the police (Project “Neighbourhood policing”)
- Presentation 4: Cycling brigade (*Brigade cycliste*) Bruxelles Capitales Ixelles

### 2. TUESDAY 16<sup>TH</sup> OF FEBRUARY

- Presentation 5: Anchoring a human rights’ perspective in the daily work of the police (Project “Holocaust – Police – Human Rights”)
- Presentation 6: How to be effective and fair in delivering stop and search (Project “Action framework”)
- Presentation 7: Godfather at the primary school of the children (Project “Police – Godfather primary school”)

## 2. Lessons to be learned

### 2.1. A BROADER DEFINITION OF PERFORMANCE

- a) A police that respects rights
- b) An accessible police force that meets the population's demand for security
- c) A police that protects and helps
- d) Expected benefits

### 2.2. CONDITIONS FOR ACTION

- a) Supporting bottom-up initiatives
- b) Having clearly established principles of action
- c) Linking operations and prevention
- d) Managing collective performance
- e) Monitoring individual performance
- f) Favours training
- g) Promoting a professionalised police force



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## Introduction

The technical study visit in Belgium was organized to understand how the Belgian police integrate the citizens' perspective into its performance measure, management and evaluation.

It had two main focuses:

- "Citizen focused performance evaluation" of ISFs (internal evaluation of citizen focus, and also external evaluation by the mayors or other partners, formal or informal),
- Effect of such focus on operations (examples of good practices, improved relations of police with citizens / partners).

Due to the Covid constraints, it was organised online during two days (Monday 15<sup>th</sup> and Tuesday 16<sup>th</sup> of February 2021).

31 participants have attended the virtual visit. 10 of the participants were female, whilst 21 were male, which concludes into 33% of female and 67% male participants ratio.

The visit was organised around three complementary perspectives:

- A police that respect rights: the police have a strong relationship with rights from a dual perspective: they must respect the rights of individuals, but even more so the police must protect the rights of individuals. Respecting and protecting rights is a component of the police's role.
- An accessible police force that meets the population's demand for security: Here police work is not just answering emergency calls by seeing patrols. The police officers, through their territorial location, through their partnership networks, but also through their attitudes (showing themselves available), are working to respond to the population's demand for security.
- A police that protects and helps: The police do not only carry out repressive action. They are meant to help, serve and protect the population. These dimensions already mentioned in the previous two points are particularly important in projects aimed at the public (children and pre-adolescents).

Based on the technical study visit, we will show that some diverse police initiatives can bring to the fore a global conception of what can and should be police performance: protecting human rights, listening and answering population's security needs, protecting and assisting the public.

The report will be organised in two parts. We will first present the course of events (the two-days visit) and then draw the major lessons.



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## 1. The course of events (Monday 15 and Tuesday 16 of February)

### 1.1. Monday 15<sup>th</sup> of February

The technical study visit started on the 15<sup>th</sup> of February at 8.45 by **three opening speeches**:

- Dominique Van Ryckeghem, *Director-General Belgium Police Representative*
- *Sebastian Roche, Chief Technical Adviser*
- *Levent Kurtoğlu, Director- Ministry of Interior, Department of Smuggling, Intelligence, Operations and Data Collection*

All of them underlined the importance of this collaboration and the benefits associated with such a visit. The dimensions of community policing philosophy, of human rights, of empowerment were said to be crucial dimensions of police activity.

#### **Presentation 1: Belgian Police: Organization, performance and commitment towards citizens**

(Sn. Theo Van Gasse, *1<sup>st</sup> Commissioner retired Local Police Brussels North*)

Purpose of the presentation: general presentation of the Belgian police system.

- One integrated police force, organized on two levels (since 2001)
  - o One police organisation (same statute for Human Resources Management, financial aspects, training, uniform, discipline, visual identity), but different authorities: the ministers of Internal Affairs and of Justice for the Federal Police, the police college (the mayors) and the prosecutor for the Local police.
    - o Organisation: Federal police (Competence on the whole Belgian territory, with principles of specialisation and subsidiarity), Local police (196 local police zones; seven basic police functions: Intervention, Reception, Public Order, Neighbourhood police, Traffic, Judicial enquiry, Victim assistance).
    - o Staff: Federal police = 11021 police officers, 3379 civilian members; Local police 31855 police officers – 6388 civilian staff members.
- Orientations: Community oriented policing (see below for a detailed presentation, presentation 3)
  - o External orientation: The police are not in opposition to society but in the middle of it; they are integrated into society.
  - o Problem Solving: problem-solving means understanding and getting to grips with the possible causes of certain crimes and tensions in the community.
  - o Partnership: The partnership starts from the recognition that the police cannot provide security and liveability on their own.
  - o Accountability: Accountability requires the creation of mechanisms so that the police can account for the answers they formulate to the questions and the needs of the communities they serve.
  - o Empowerment: Empowerment means creating opportunities for both police officers and the various social groups to jointly tackle problems of security and liveability
- Plans



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- National security plan (four years): sets the main the policing policy lines and guarantees proper cooperation between the Federal and Local Police.

- Local Security Plan (six years): aims the planning and the execution of the local police policy (based on the national security plan, the priorities of the mayor(s) and the prosecutor, the expectations of the public (role of the neighborhood police, of the local survey). Supervised by the Local security Board (Mayor(s), Prosecutor, Local Chief of Police, Coordinating Director Federal Police, Experts if needed).

- Takeaways

- Belgian as a semi-decentralised police system: one integrated organised at two levels (local and federal).

- Different political authorities: ministry of interior and justice at the federal level, mayors at the local level.

- Strong orientation towards Community policing (see below).

- Existence of plans at the national and local levels.

- **Presentation 2: A Police officer in a kindergarten? Benefits for the police and the citizens (Project “A police officer in the kindergarten”)** (Charlotte Vancoppenolle, *Social Assistant, Mediation Team Local Police Brussels North*)

- Purpose of the presentation: an experience of police officers in kindergartens, benefits of the operation.

- General elements: concertation assistants (*assistants de concertation*), civilians working for the police to improve police and public relations

- Link between schools and the police (for instance presence of police officers in schools)

- Link between the social-preventive network and the police

- Link between the associations and the police

- Preventive and awareness-raising actions

- A police officer in a kindergarten

- General philosophy of the project: Familiarise children from an early age with the police profession; Establish a friendly and playful contact; Explain that the police are not only there to "stop thieves and put bad guys in jail"; Give a real image of the police and break stereotypes (“if you are not wise, I will call the police and they will put you in jail”).

- Some data: 67 nursery schools, all networks combined, Dutch and French-speaking, +/- 90 meetings per year, +/- 35 volunteers among police colleagues (all ranks and functions combined)

- The course of events: (a) First part: through a set of photos: presentation of the police officer's job, Explanation of its role, name other friendly occupations: fire-fighters, ambulance drivers, etc., show the police officer's equipment, learn the emergency number (Children receive a sticker of the police Zone and become a policeman for a day); (b) Second part: Demonstration of our dog brigade (+ awareness of the right behaviour when dealing with a dog).

- Takeaways

- Benefits: Establish a friendly and playful contact; Explain that the police are not only there to "stop thieves and put bad guys in jail"; Give a real image of the police,



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- Mobilisation of volunteers (all ranks and functions combined)
- Strong support from the leadership of the local leadership team.

**- Presentation 3: Neighborhood policing: Philosophy, value for and assessment by the police (Project “Neighborhood policing) (Sn. François De Gent, Namur Police François De Gent, Commissioner, Namur Police)**

Purpose of the presentation: explain the five pillars of the Belgian Community oriented policing

- The five pillars of Belgian Community oriented policing
- External orientation: The police are not in opposition to society but in the middle of it; they are integrated into society. Presence, accessibility and exchange are of decisive importance here. They know and understand the social situation and its evolution. As a result, the police are able to respond appropriately and in a timely manner (and even anticipate). This manifests itself in a service-oriented attitude aimed at the needs and expectations of potential police service users
- Problem solving: problem-solving means understanding and getting to grips with the possible causes of certain crimes and tensions in the community. The intention is that the police not only respond to problems after they have occurred, but that they can prevent these problems by continuously collecting information. This means that some insecurity or cohabitation problems are detected, analysed and reported from the very beginning; a regular study of the conditions that cause crime and insecurity is conducted; the results of this study are made visible in order to extract the most effective ones.
- Partnership: The partnership starts from the recognition that the police cannot provide security and liveability on their own. Networks should be formed with other partners in the field of security and care, from which security and liveability can be tackled integrally.
- Accountability: Accountability requires the creation of mechanisms so that the police can account for the answers they formulate to the questions and the needs of the communities they serve. The police have the obligation to report to the actors about their share and contribution in the integral police function. It includes the accountability for the decision-making concerning police work and the accountability for the operational police action.
- Empowerment: Empowerment means creating opportunities for both police officers and the various social groups to jointly tackle problems of security and liveability, to provide services, and to create safety and security. Empowerment implies that police officers, together with their partners and the population, reflect critically on their own tasks and on the way in which those tasks are carried out.

- Which permeates into the seven functions of the police

- Intervention,
- Reception,
- Public Order,
- Neighbourhood police,
- Traffic,
- Judicial enquiry,
- Victim assistance



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- The example of the neighborhood police officer
  - o External orientation: presence in the neighbourhood, identifiable by its citizens, contact with every new resident,
  - o Problem-solving: the neighbourhood officer as a front-line contact, looking for solutions even outside his or her core business,
  - o Justification: the neighbourhood officer reports internally to his or her management, which in turn disseminates the results, but also to the public what he/she does (or can not do), the results of his/her actions,
  - o Partnership: the neighbourhood officer is in contact with youth or sports clubs, associations and public services,
  - o Empowerment: the neighbourhood officer is autonomous and feels responsible for his or her neighbourhood.

- Takeaways
  - The formulation of a clear doctrine for community policing (partnership, external orientation, empowerment, problem-solving, accountability).
  - The spread of these five pillars in every function (see the 7 functions) of police activity.
  - The specific roles of neighborhood police officers.
  - Training (initial and in-service) as a condition of success.

- **Presentation 4: Cycling brigade (*Brigade cycliste*) Bruxelles Capitales Ixelles** (David Stevens, Inspecteur principal, chef brigade cycliste)

Purpose of the presentation: Activities of the cycling brigade of Brussels Capital Ixelles (mode of deployment, staff, priorities, etc.).

- General presentation:
  - o Main missions: Road policing; Pavement parking, pedestrian crossing; Unsuitable speed; Use of public transport lanes; Safety belt.
  - o Staff: 60 persons.
  - o Equipment: Orange uniform.

- Modes of action
  - o External orientation (accessibility to the public, through the use of cycles)
  - o Problem Solving (“we are not fire-fighting”)
  - o Partnership (contact with the public, existence of networks in the public)
  - o Accountability (permanent communication internal and external)
  - o Empowerment (use of social networks)

- Takeaways
  - Advantages of the use of cycles in the contact with the public
  - Territorial strategies: focus on some specific territories.
  - Combining repression (fining people on the main priorities) and dialogue and explanation.



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## 1.2. Tuesday 16th of February

- **Presentation 5: Anchoring a human rights' perspective in the daily work of the police (Project "Holocaust – Police – Human Rights")** Sn. Isabelle Diependaele, *1<sup>st</sup> Commissioner Federal Police*

Purpose of the presentation: presentation of the project Holocaust which combines an action of remembrance education and an understanding of discrimination and exclusion.

- Objectives of the project
  - o To understand discrimination, exclusion, the mechanism of the spiral of violence, group conformity, obedience to authority, dehumanization and polarization
  - o To be aware of the scope to say 'no'
  - o To have the skills to analyse information and situations in an autonomous and critical way
  - o To act according to his or her own professional and ethical conviction
  
- Object: Remembrance education and real cases
  - o An action led by the integrated police in partnership with Kazerne Dossin (Memorial Museum) and Unia
    - o A one day session:
      - 08.30 – 09.15 (overview of the program and the goals of the day, creating a safe environment),
      - 9.15– 12.00 (guided visit to the museum in two small groups, tailor-made route with focus on the role of authorities and the police during the raids and deportation in Antwerp, debriefing)
      - 13.00 – 16.30 (workshop on Human Rights and ethical dilemma's: theories on group' pressure; the code of silence within the organisation; the formation of stereotypes and prejudices; the existence of discrimination; evaluation and reflection)
  
- Methods
  - o Organization of the training: 1 Project coordinator: 1 CP Ellen Van den Broeck (seconded from the local police Mechelen-Willebroek), 1 Liaison Officer: 1 CP Isabelle Diependaele (seconded from the Diversity Unit of the Federal Police)
  - o Number of trainers (78 in total, 47 Dutch speaking et 31 French speaking) with a Support Committee and Follow-up meetings
  
- Audience: since 2014, a total of 766 sessions and 11257 participants
  
- Impact (on the basis of an independent evaluation)
  - o Undeniable effect on a large number of outcomes: clear impression that the training has touched and influenced them, participants show more integrity in dealing with cases, more inclined to take action themselves if a colleague shows a certain misconduct and are less authoritarian, less ethnically prejudiced, after the training, participants feel more connected to the police.
    - o Variation according to work situation (Calogs/aspirants vs. Police on the street/management, participants with extensive experience with victims and perpetrators of crime),



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- Effects more pronounced in the evaluation of cases rather than attitudes: the most pronounced effects were in cases dealing mainly with ethnic prejudices.
- Most important effects: participants' readiness to take action themselves.

- Takeaways
- Benefits in the short and mid-term by police officers (awareness of ethnic prejudices, capacity to say in case of police misconduct)
- Mobilization of police officers as trainers (gain in credibility for the audience).

**- Presentation 6: How to be effective and fair in delivering stop and search (Project “Action framework”) (Kristof DE BUSSER, Chief diversity unit Local Police Antwerp)**

Purpose of the presentation: action part of a diversity programme aiming at limiting the risk of ethnic profiling among police officers.

- Framework: professional profiling
- Recognition risk of ethnic profiling by police on the basis of stereotypes
- Positive & non threatening for staff
- Benchmark from The Netherlands
- Wider vision on diversity for the 3000 staff members of Antwerp police
- Objective: favour a professional policing based on
- Values and standards (respect of the legislative framework)
- Expertise (Knowledge and skills, communication, information)
- Professionalising (more trust and respect, more information and better results)
- Four steps of operation
- Selection (based on a professional criteria and substantiated selection): Why do you choose?
- Explanation (a good explanation favours more understanding and cooperation): can you explain?
- Interaction (good behavior, respectful and correct, de-escalating): How do I behave?
- Reflection (good feedback= share and enlarge expertise): what did I learn from it?
- Training sessions (pilots in 2020, mainstream in 2021)
- The training is going to be integrated in the basic training for police officers
- Methods: Webinar, Experience-oriented; Intersession; Campaign (online)
- Takeaways
- Promote reflexive practices on police interventions (and be aware of the risks of ethnic prejudices)
- Avoid stigmatising police officers and promote good and professional practices.

**- Presentation 7: Godfather at the primary school of the children (Project “Police – Godfather primary school”) Sn. Frédéric Carton, Commissioner, Local Police Borraine**

Purpose of the presentation: police officers as godfathers in primary schools.



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- Basis of the project
  - Children: very good vectors for communication.
  - Pedagogical project: themes dealt with during the godfathering.
  
- Aims
  - To bring the youth and the police closer together and to meet the adults of tomorrow.
  - To provide children with a solid basis for becoming responsible citizens.
  - To reach the children's entourage in order to relay precious messages.
  
- Audience: Action conducted for 13 years, 46 classes (42 godfathers), 900 children per year.
  
- Three main stages
  - Class visits (between September and February), with three themes (road traffic, violence in and around schools, online safety)
  - A visit to the police station (March-April)
  - A closing party (May)
  
- Feedback from police officers
  - Contacts with young people in a context different from usual police interventions (and the valorisation of the exchange),
  - Contacts that promote inter-knowledge with the youth in street policing work,
  - Better integration of godfathers in the police station.
  
- Takeaways
  - Regularity of the class visits (four times a year) favouring a more durable relationship,
  - Positive perceptions by police officers (contacts with young people in a positive fashion)



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## 2. Lessons to be Learned

The police in our societies are not only an organisation that fights crime, they also perform a number of broader tasks, which we must ensure that they perform them properly as well. Here we will follow the various presentations to offer a more global reading of performance: a police force that respects rights, a police force that responds to the demand for security, a police force that protects and helps. Then, we will underline the main conditions of implementation as pointed during the technical visit.

### 2.1. A broader definition of performance

#### a) A police that respects rights

The police have a strong relationship with rights from a dual perspective: they must respect the rights of individuals, but even more so the police must protect the rights of individuals. Respecting and protecting rights is a component of the police's role.

The Holocaust project is a memorial project: it aims to recall the responsibility of certain Belgian police forces in the arrest of Jews during the Second World War. It is also more broadly a project that makes police officers reflect on the respect of human rights and the ethical dilemmas that can be faced by police officers and on the ethnic stereotypes that can exist within police forces.

The Action Framework project is part of the action in favour of diversity carried out by the Antwerp police (in partnership with three other police forces, including PolBruno). The project aims to raise awareness and train police officers about possible ethnic bias in police checks. It is also part of a search for greater professionalism among officers, preparing them to be more reflective of their practices.

These actions aim to strengthen three components of police work:

- Human rights: citizens and more generally the population have rights that must be respected, both with regard to controls and arrests.

- The fight against stereotypes that may exist in a police service: police officers in their daily work may form negative representations of certain categories of the population, attributing them with depreciative characteristics, which may introduce biases: repeated controls, ill-treatment. The police must be able to produce an impartial service.

- The code of silence: police officers nurture strong bonds of solidarity (they face significant risks and must protect each other). These links can lead them to protect themselves excessively, refraining from reporting deviant practices (corruption, violence from colleagues). It is therefore necessary to encourage behaviour that breaks the risks associated with the law of silence.

#### b) An accessible police force that meets the population's demand for security

Here police work is not just answering emergency calls by seeing patrols. The police officers, through their territorial location, through their partnership networks, but also through their attitudes (showing themselves available), are working to respond to the population's demand for security. The latter can be in the preservation of tranquillity, in the management of small disorders or in the resolution of neighbourhood problems or the negative effects of traffic, but also more globally on the quality of in the neighbourhood (if not concerned, the police may relay demands to other public services).

Two projects presented perfectly express this orientation:



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- The community-oriented policing: it rests on five pillars (External orientation; Problem-solving; Justification; Partnership; Empowerment). This orientation should irrigate the different basic activities of the Belgian police (intervention, investigation, public order, information, etc.). It is particularly embodied in the activities of the neighbourhood officers. In Belgium, there is a minimum of one neighbourhood police officer per 4,000 inhabitants.

- The bicycle brigade: this is reflected in the deployment of officers with a traffic and road police mission. The brigade is equipped with distinctive outfits (orange colour) and rides bicycles. It combines preventive work and repressive activity (parking tickets, speeding tickets). It has increased the number of partnership and physical contacts.

This police action is based on a number of major modes of police action:

- A physically and relationally accessible police force: the general idea is to make the police accessible, whether by using modes of transport that encourage contact (cycling or foot patrol), an attitude in the public space (promoting a listening attitude), the use of social networks or integration into a network of partners. The police are part of the city, and they benefit from the networks for the circulation of information.

- A police force that justifies and communicates about its activity: the dimension of justification is central. The police have to report regularly on their activity: this means both explaining what the police have done on certain global operations (e.g. in the field of road safety), but also on more individual activities (e.g. during a control). The basic idea here is that a police that explains its action, that justifies it, is a police that builds trust.

- A police that solves problems: the police do not act alone. They are integrated in a network of public and private partners. Neighbourhood associations, social workers, transporters and shopkeepers are regular contacts with the police. The police do not simply send out patrols, but co-produce the action with these partners, mobilising other registers than repression alone.

### **c) A police that protects and helps**

The police do not only carry out repressive action. They are meant to help, serve and protect the population. These dimensions already mentioned in the previous two points are particularly important in projects aimed at the public (children and pre-adolescents). The aim of these projects is to create trust rather than fear among this public. It is also to prepare them on common subjects (road safety, online safety) to protect themselves from risks.

Two projects perfectly illustrate this orientation:

- The project one policeman in a kindergarten relies on the presence of volunteer policemen in kindergartens to familiarise very young children with the police profession, by establishing a peaceful and play-based contact.

- The Godfather in primary school project establishes regular relations between a volunteer policeman (godfather) and pre-adolescent children (10-12 years old). The godfathership takes the form of five meetings during the year on identified themes.

In these projects there are three central ideas:

- Young people are vectors of communication: they are an audience that enables messages to be passed on to wider groups (starting with the family) and nurturing positive youth relations should foster peaceful relationships for the years to come.

- Stereotypes about what the police can and cannot do need to be broken down, and it needs to be made clear that the police are not just a tool of repression, but that they can be helpful and supportive.



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- These actions should enable young people to become more aware of the risks they are exposed to in order to empower them.

#### **d) Expected benefits**

These different projects should be able to bring three main benefits to police action:

- Enabling the police to act impartially: Respecting the rights of individuals requires the police to act impartially and equally. They must not discriminate and must respect individual rights. Combating stereotypes and leading police officers to reflect on their biases promotes impartial policing.

- Reducing tensions and fostering a relationship of trust: these projects also help to reduce tensions between the police and the public. They promote peaceful relations outside the context of the intervention. More broadly, they aim to modify police action to avoid targeting certain populations to fuel tensions. They are based on the explanation of police action, in order to make its action more legible. Work on policing has shown the extent to which such actions build confidence.

- Promoting more indirect (and more global) action: finally, the police recognise that they are only one of the components of the social regulation process. It cannot act alone for two major reasons: it must benefit from information coming from the public and partners, and it must also rely on the resources (education, social work, memory, etc.) that other actors in the territories can offer.

## **2.2. Conditions for action**

Achieving these goals is not easy, however. They define horizons, but the blockages are potentially important:

- They go against an organisational logic centred on the fight against crime (and a narrow conception of performance measurement,

- They run counter to a shared professional culture of intervention and mistrust or even suspicion of the public.

What then are the organisational, professional, and political conditions that can make these actions possible?

#### **a) Supporting bottom-up initiatives**

The initiatives mentioned here have in common that they are carried out by police officers (and more broadly by civilians working within the organisations). These projects have found support from political leaders (mayors) and, in a complementary way, from the heads of areas (chiefs of local police). In the case of a sensitive project such as in Antwerp, for example, the authorisation of the mayor was required. Often these innovations also have the potential to become models for other police forces. Some of these projects even involve several forces (as is the case in Antwerp), and one of them involves a local police force and the federal police in their approach (Holocaust). Undeniably, the characteristics of a decentralised police system play a role here: the decision chains for project support are relatively short (these are police forces that rarely have more than 3,000 officers).

However, this does not seem to be impossible to adapt to the Turkish system: it is quite conceivable that a centralised police system gives room for manoeuvre (with a strong internal organisational decentralisation) to local units wishing to promote innovative actions. It can also be noted that as far as community-oriented policing is concerned, there is a framework set at the national level around the five pillars.



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### **b) Having clearly established principles of action**

These actions are based on a certain number of well-identified structuring principles (which we mentioned above for each of the actions). But it seems that one of the philosophies that recurrently recurs is that of community policing, around its five pillars (External orientation; Problem-solving; Justification; Partnership; Empowerment). It is noteworthy that the principles were cited in several different presentations.

The definition of a general framework, which can then be operationalized, has the merit of setting a framework for action for local actors, delimiting a space of possibilities.

### **c) Linking operations and prevention**

One of the interesting aspects of these different projects is that they do not oppose prevention and repression, and do not result in clear organisational and professional separations between police officers (and/or civilians) in charge of prevention, and others in charge of classic operational missions (intervention and interpellation). In several of these projects, on the contrary, it is police officers with classic missions who can be mobilised and involved on a voluntary basis.

For example, the school projects (A police officer in a kindergarten and the Godfather project) are based on the mobilisation of volunteer police officers (who are therefore made available by their service for a certain number of days per year). The Holocaust project also relies on police officers on duty, who act as trainers during the day (accompanying a group from morning to evening). Finally, the Action Framework project relies on diversity ambassadors, who will relay the orientations and lead the training sessions.

These different godfathers, trainers and ambassadors are trained and exchange with the teams in charge of the projects (they do not carry out an improvised action), but they are not specialised and are involved full-time in this activity.

This orientation is very beneficial for two reasons. Firstly, it avoids specialising agents in these missions, which in the end cut themselves off from operational services. Mobilising staff from the operational services (provided they are accompanied) has the merit of involving agents who can speak in the different projects on behalf of their field experience, strengthening their credibility with other agents. It is also a way of introducing diversity into the tasks, and finding forms of internal valorisation for agents wishing to get involved. The involvement of police officers in schools, for example, has the merit, depending on the feedback, of creating favourable conditions for interaction with the young people they have met in these schemes.

### **d) Managing collective performance**

These projects partially escape the accounting logic of the large police organisations (which include arrests, elucidations, deployment of personnel). Of course, the cost of these activities is measured, but the effects are more difficult to grasp than activities that are more easily accounted for.

It should be noted that some projects have undertaken real evaluation work on the reception of the devices (measuring the impact of training, following the example of the Holocaust project).

It should be noted, however, that the monitoring of the effects on staff and children (for the two school projects) can be carried out empirically, simply by collecting the experiences of both. The evaluations here have made it possible to measure the positive effect on the agents (whether in terms of integration into a group, self-esteem or the establishment of peaceful relationships in favourable conditions with the children).

It is clear from these few cases that qualitative measurement (which involves monitoring the way in which agents and the public perceive the projects) is absolutely necessary.



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#### **e) Monitoring individual performance**

Beyond the measurement of collective performance, these projects also raise the question of measuring the individual performance of agents. How should a police organisation that values service to citizens and respect for rights evaluate its officers? It appears that the superior in charge of the evaluation must take into account several different sets of data (and which are not necessarily the most obvious: for example, availability). The superior may look at the use of force, the number of rebellions, any complaints the officer has been subject to. Furthermore, the possibility of exchanging with the officer from time to time about his work, about certain situations he has had to deal with, is a way of gaining a more detailed understanding of the way in which he carries out his work. Finally, if these projects are all based on the idea of a calmer approach to the relationship between the police and the public, the same must apply to the organisation: identifying an agent who is not completely effective (for example, because he does not know how to de-escalate) should not necessarily lead to punishment, but to managerial support, or even training.

#### **f) Favouring training**

The question of initial and continuing training is central here. As far as community-oriented policing is concerned, it is important to familiarise the police and officers with this philosophy (even if its principles can probably be better understood in the light of police experience). For the Holocaust and Action Framework projects, training is absolutely central: it is the training that should make it possible to encourage greater reflexivity on the part of the police officers, in order to put back acquired habits, the code of silence or badly conducted controls. In other words, training, especially continuous training, must allow police officers not only to acquire new knowledge and know-how, but also to acquire a deeper approach that is more distant from their practices.

It is important to note that the training systems mentioned are based on two central characteristics: (i) concrete cases on which to make the officers reflect, to avoid an excessively theoretical character, and to anchor the training in practice; (ii) collective discussions to allow the officers to express their point of view and their experience. The role of trainers is central here: how to get the word out, while delivering the training message.

#### **g) Promoting a professionalised police force**

Ultimately, the aim of these projects is also to promote a professional police force. We know that the term "profession" varies according to the authors. For example, Sklansky defines four different uses of the term professionalism: laying down the law to regulate behaviours, self-regulating activity, basing police activity on reflexion and knowledge, internalising norms.

Our definition here essentially refers to the third meaning: "policing that is reflective and knowledge-based, a matter of expertise rather than common sense, intuition and talent" (The promise and the perils of professionalism, in J. Brown (ed), *The future of policing*, Routledge, 2014: 344).

From this point of view, these projects carry the idea of police officers who are capable of autonomy (to take decisions in uncertain contexts) and critical reasoning (capable of reflecting on the costs and benefits of the actions they undertake). Training on identity checks thus requires that police officers are capable, before initiating a check, of questioning its justification, not only with regard to the law but also to the demands of the situation. Holocaust training aims to make police officers reflect on ethical dilemmas from concrete situations, so that they can make ethical decisions, which presupposes that they are capable of describing the situation, identifying the values involved, the different ways of reacting before making a decision.



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## Conclusion

On the basis of the seven presentations, three expected benefits of a police that respect and protect rights, respond to the population's demand of security and help and protect the public have been identified: (a) it favours a more impartial and equal police which combat stereotypes (and lead police officers to reflect on their biases); it reduces tensions and fosters a relationship of trust; it promotes a more global action by connecting the police to networks of information coming from the public and partners.

Achieving these goals is however far from easy, as different blockages may appear (a narrow conception of performance measurement, a shared professional culture of intervention and mistrust or even suspicion of the public, etc.). We identified several important levers to overcome these obstacles:

- Support bottom-up initiatives (give room for manoeuvre to local units wishing to promote innovative actions);
- Have clearly established principles of action (think of the 5 pillars of the Belgian Community oriented model: external orientation, problem solving, justification, partnership, empowerment);
- Link operations and prevention (to avoid reinforcing a silo mentality and involve the various police officers in innovative projects),
- Manage collective performance (measure the cost, evaluate action, integrate qualitative measures),
- Monitor individual performance (by integrating a diversity of data and not adopting a punitive approach),
- Favour training (based on collective reflection and empirical case studies).

These projects may promote a more professionalised police force, relying on police officers who are capable of autonomy (to take decisions in uncertain contexts) and critical reasoning (capable of reflecting on the costs and benefits of the actions they undertake).