



EU High Level Group on combating racism, xenophobia

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Working Group on hate crime training and capacity building for national law enforcement:

“MAPPING HATE CRIME TRAINING FOR LAW ENFORCEMENT AND CRIMINAL JUSTICE AUTHORITIES IN THE EUROPEAN UNION”

This paper is not legally binding and is intended for informal guidance only.

EUROPEAN COMMISSION

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Draft Report

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I. Introduction

Specialised hate crime training is key for law enforcement and criminal justice authorities to develop the necessary skills to effectively address hate crimes, and to ensure the professional and appropriate treatment of victims. The Working Group on Hate Crime Training and Capacity Building for National Law Enforcement (Working Group) was created following the 7th meeting of the EU High Level Group on combating racism, xenophobia and other forms of intolerance¹ (High Level Group). In accordance with its mandate, the aim of this Working Group is to support the EU Member States to develop the comprehensive national hate crime training strategies that are necessary for law enforcement and criminal justice authorities to build their capacity and fulfil their primary responsibility of ensuring an adequate response to hate crimes as provided under the Framework Decision on combating racism and xenophobia² and the Victims Rights Directive.³

In order to ensure that the objectives of the group are fulfilled, the European Commission asked Member States to **identify existing training programmes as well as gaps and needs in the area of hate crime training**. The information provided by the Member States has been included in the present mapping aimed to provide a general state of play of the training activities offered at national, regional and local levels, as well as to conduct a normative assessment of needs and gaps, based on the "Hate crime training for law enforcement and criminal justice authorities: 10 key guiding principles"⁴ (Key Guiding Principles) developed by the High Level Group. The Key Guiding Principles are a set of guiding principles for national authorities to implement 'effective and quality' national learning and training strategies in order to improve identification, recording, investigation, prosecution and sanctioning of hate crimes. The principles focus on five thematic areas: (i) Ensuring impact and sustainability; (ii) Identifying targets and building synergies; (iii) Choosing the right methodology; (iv) Conveying quality content; (v) Monitoring and evaluating outcomes.

The outcome of this mapping will serve to inform the work of the Working Group and support the implementation of its mandate.

This report presents the findings of the mapping process and is primarily aimed at the members of the Working Group, national authorities engaged in capacity building of law enforcement and criminal justice authorities, and national policy makers. Further, the report shall inform practical cooperation and coordination in related areas within the High Level Group, at the international level among relevant partners, such as the EU Fundamental Rights Agency (FRA), the European Union Agency for Law Enforcement Training (CEPOL), and the OSCE Office for Democratic Institutions and Human Rights (ODIHR).

¹ Available at: https://ec.europa.eu/newsroom/just/item-detail.cfm?item_id=51025

² Council Framework Decision 2008/913/JHA of 28 November 2008 on combating certain forms and expressions of racism and xenophobia by means of criminal law, available at: <https://eur-lex.europa.eu/legal-content/en/ALL/?uri=CELEX%3A32008F0913>;

³ Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012, establishing minimum standards on the rights, support and protection of victims of crime, available at: <https://eur-lex.europa.eu/legal-content/en/TXT/?uri=CELEX%3A32012L0029>;

⁴ Hate crime training for law enforcement and criminal justice authorities: 10 key guiding principles, available at https://ec.europa.eu/newsroom/document.cfm?doc_id=43050. The Key Guiding Principles are a set of guiding principles for national authorities to implement 'effective and quality' national learning and training strategies in order to improve identification, recording, investigation, prosecution and sanctioning of hate crimes. The principles focus on five thematic areas: (i) Ensuring impact and sustainability; (ii) Identifying targets and building synergies; (iii) Choosing the right methodology; (iv) Conveying quality content; (v) Monitoring and evaluating outcomes.

II. Methodology

The methodology of the mapping is comprised of the following steps:

1. desk research to gather available information on existing training practices as well as evidence of gaps and issues;
2. a questionnaire sent to Member States to gather information about their existing training practices, resources and needs in the area of hate crime training;
3. an analysis of the information received along with follow-up with Member States for additional information or clarification;
4. production of the draft report;
5. the draft report reviewed by Member States and discussed at the Working Group meeting on 24-25 March 2021;
6. following the written feedback by the Member States, production of the final report (public).

The mapping was conducted by CEJI – A Jewish Contribution to an Inclusive Europe (CEJI) in close coordination with the European Commission together with CEPOL.

The report is structured around the mapping survey and in relation to the Key Guiding Principles. It aims to inform the design and implementation of effective hate crime training programmes for law enforcement and criminal justice authorities, namely,

- a) ensuring impact and sustainability;
- b) assessing training needs and identifying targets;
- c) building synergies with civil society organisations (CSOs);
- d) choosing the right methodology;
- e) conveying quality content;
- f) monitoring and evaluating outcomes.

Following the introduction, the Summary of Findings provides a snapshot of main findings vis-à-vis the Key Guiding Principles. Chapter I offers an overview of the main cross-cutting observations on the state of play and the available resources to date at the European level. Chapter II details the specific elements and for each of them provides a brief overview of observations based on questionnaire responses and research, along with examples of existing practices throughout the EU. The Chapter III provides concluding observations. Annex I presents a list of available resources.

Information and data gathered

The report is largely based on the information submitted by the Member States through the questionnaire. Out of 27 Member States, 25 responded to the questionnaire, with 16 of them providing information on both law enforcement and criminal justice agencies. The questionnaire required responses from a number of national actors engaged in capacity building, i.e. not only institutions directly involved in training delivery, but also agencies responsible for needs assessment, planning, coordination and evaluation, which necessitated soliciting the information from all these actors. Not all Member States were able to provide such coordinated responses, which resulted in less complete information in some cases. Further, it is worth noting that the report is based on the information submitted by the national authorities only, excluding the perspectives of, for example, civil society organisations.

The selected examples of existing practices presented in the report aim to demonstrate the different approaches the Member States take in their national contexts. Presented practices strive for a balanced geographical representation and cannot be considered exhaustive. Where available, the selection of examples aim to showcase effective practices. However, not all elements of capacity building design and implementation

appeared to be well developed and employed in the Member States. In case no effective practices were identified, the report presents practices with elements of effective approaches.

III. Summary of findings

The table below provides a snapshot summary of main findings presented along the Key Guiding Principles. Chapter IV further details findings and offers country examples.

Ensuring impact and sustainability	
<p>Principle One - Ensuring impact and sustainability – embed training within a broader approach to tackling hate crimes</p>	<p>Fifteen Member States responded to have in place national strategic documents or action plans of relevance to combating hate crimes. However, the scope and relevance of such documents vary greatly and most of them do not mention specific plans for hate crime training. Only one Member State has a policy document specifically dedicated to hate crimes and hate crime training.</p> <p>Many Member States reported to have developed legal, policy and operational guidance for national authorities to complement the training efforts.⁵ The areas that have the most guidance across Member States regard the identification and investigation of hate crimes, while areas of sentencing and victim treatment and support have the least available guidance.</p> <p>Member States reported to strengthen training programmes by fostering coordination and cooperation across different national actors, state and non-state. However, most of these efforts were implemented in project framework, thus, lacked a sustainable and regular nature. Only a few Member States went on to institutionalize their efforts through formalised cooperation or embodied in the work of coordination mechanisms.</p>
<p>Assessing training needs and identifying targets</p>	
<p>Principle Two - Develop a methodology to assess training needs</p>	<p>Submitted information suggests that needs assessment efforts across the Member States are predominantly sectorial and decentralized. No Member States reported having a systematic and detailed methodology in place to assess the training needs on hate crime. The majority Member States reported no needs assessment in place, or they reported having in place needs assessments that are not hate crime specific.</p>

⁵ Please note that while many Member States marked in the questionnaire that they have in place numerous guidance documents on hate crimes, only half provided references to actual documents or shared links or texts of the documents.

<p>Principle Three - Customise programmes on the basis of the identification of target personnel</p>	<p>Unless the assessment is done by an advisory group that includes equality bodies, civil society or community-based organisations, authorities do not engage the latter in the needs assessment process.</p> <p>For law enforcement, relevance and scope of training offers at the pre-service level vary greatly among Member States. They vary from basic or specialized hate crime courses, modules within broader human rights, non-discrimination or anti-extremism courses to elements of multiculturalism learning. On the other hand, the in-service level offerings are more specific to hate crime. The range of trainee groups exposed to relevant training varies from state to state, but mostly include national, regional or local police, first respondents and investigators; while border management and call handlers appear to be least exposed to relevant training. Training programmes are predominantly the same for all target groups except for investigators who receive more in-depth training in some Member States.</p> <p>For criminal justice professionals, the relevance and scope of offered training vary greatly among Member States, and could include specialized courses on legal frameworks and European Court of Human Rights' relevant law, classes within broader human rights, promotion of diversity or anti-extremism courses, or courses on intercultural competences. Main target groups include prosecutors and judges in criminal courts; other target groups include junior prosecutors and clerks, prosecutor's assistants, court assessors, judge's assistants and judges in misdemeanour courts.</p>
<p>Building synergies with civil society organisations (CSOs)</p>	
<p>Principle Four: Develop a model of structured cooperation with civil society</p>	<p>While the majority of Member States reported engaging civil society actors in their training and awareness raising activities, these efforts are predominantly of <i>ad hoc</i> rather than systematic nature, and are mostly limited to speaking engagements only. A lot of reported activities take place within the framework of projects, which means that cooperation ends once the projects are completed.</p> <p>Member States that have structured cooperation in the area of training in place utilize various models of cooperation. This includes institutionalized cooperation on the basis of a cooperation agreement or a memorandum of understanding between authorities and CSOs; cooperation within an advisory or consultative group that brings together various actors, i.e. police, prosecutors, judges, community</p>

	members and CSOs, academia and other relevant actors; or cooperation within a project implemented in co-partnerships of CSOs and national authorities.
Choosing the right methodology	
<p>Principle Five: Combine different training methodologies, including practice-based sessions</p>	<p>All Member States that submitted the questionnaire use a combination of training methodologies, usually a combination of the instructor-led classes and student-based activities. Methodologies could differ depending on the target group and learning objectives.</p> <p>While all Member States that have training programmes in place offer face-to-face settings, eleven Member States reported using various e-learning platforms or elements of online learning in their training processes, or reported being in the process of developing such platforms. The reliance on online learning appears to be further broadened by the COVID-19 pandemic as some Member States have moved their in-person trainings online.</p>
<p>Principle Six: Consider the development of train-the-trainer programmes</p>	<p>Thirteen Member States that submitted the questionnaire use Training-of-Trainers methods to deliver and cascade training for law enforcement and criminal justice professionals. Of those, half use the OSCE/ODIHR's TAHCLE and/or PAHCT curricula, while others developed their own Training-of-Trainers programmes.</p>
Conveying quality content	
<p>Principle Seven: Focus on achieving targeted overall objectives through quality content</p>	<p>Hate crime training programmes for law enforcement and criminal justice authorities differ across the EU and have a broad range of objectives. The most common learning objectives are awareness raising, to increase knowledge, and the development of practical skills. Objectives related to hate crime data recording, communication and assistance to the victims, and community outreach and cooperation are covered only in one quarter of the Member States that submitted the questionnaire.</p>
<p>Principle Eight: Develop targeted training modules to address specific forms of intolerance</p>	<p>Member States reported covering various forms of intolerance in their training programmes. Among most widely mentioned are religious, ethnic, nationality, antisemitic, anti-Muslim and xenophobic biases.</p>
Monitoring and evaluating outcomes	

<p>Principle Nine: Link hate crime training to mainstream performance review processes</p>	<p>Only two Member States reported considering hate crime trainings in the process of individual professionals' performance reviews.</p>
<p>Principle Ten: Ensure regular monitoring and evaluation of training outcomes</p>	<p>Most Member States reported monitoring the immediate results of individual training sessions by using post-training evaluation forms, trainer reports, exams and knowledge tests.</p> <p>As to the evaluation of mid- and long-term outcomes, only one Member State reported having developed a comprehensive evaluation plan for its hate crime training programme; while authorities in four more Member States reported undertaking some steps to evaluate the efficiency of their training programmes. In two more Member States, civil society actors carry out researches supporting the evaluation efforts.</p>

IV. Trends, gaps and resources in hate crime training programmes

1. Overview of trends and gaps

❖ Context and factors influencing hate crime training

In their national legal and policy frameworks, Member States have recognized the importance of addressing hate crime and have undertaken commitments to do so at the national and the EU levels. Since November 2010, EU Member States are obliged to effectively transpose the EU Framework Decision on combating racism and xenophobia, which requires Member States to specifically address racist and xenophobic motivation in their criminal codes or, alternatively, ensure that their courts take such motivation into consideration in the determination of penalties.⁶ Furthermore, Member States are obliged to take the necessary measures to ensure that investigations or prosecution of hate speech cases are not be dependent on a report or an accusation made by a victim of the conduct, at least in the most serious cases⁷.

Even if having hate crime legislation in place is pre-requisite to effectively criminalise instances of hate crime, it is also instrumental to effectively implement national legislation on the ground, including by the development and implementation of effective hate crime training programmes for law enforcement and criminal justice authorities. The mapping showed that beyond having specific hate crime legislation in place, the effective criminalisation of hate crimes relies also on the development and carry out a fruitful policy

⁶ Report from the Commission to the European Parliament and the Council on the implementation of Council Framework Decision 2008/913/JHA on combating certain forms and expressions of racism and xenophobia by means of criminal law, /* COM/2014/027 final */ , available at <<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A52014DC0027>>.

⁷ Article 8 of the Council Framework Decision 2008/913/JHA

oriented actions, including hate crime-training programmes, capacity building of law enforcement and criminal justice professionals.

Many Member States that have in place policy or strategic documents that envisage hate crime training noted that the existence of such documents has been the main supporting factor in developing and implementing effective hate crime training programmes. Further, the commitment of the leadership and inter-agency cooperation are significant enabling factors in the successful implementation of training programmes. Along with conducive legal and policy frameworks, such commitment reinforces the role of law enforcement and criminal justice professionals in addressing hate crime and sends an important message to society that the state takes a strong stance against hate crime.

Another important factor impacting the national hate crime training efforts is the effectiveness of national hate crime recording systems. The latter depends on the police skills in identifying hate crime and recording the relevant information, as well as on the system's technical consideration of hate crime cases. Inadequate recording systems mean that the problem of hate crime remains invisible to policy makers, who, without this evidence, cannot effectively target the adequate policy actions, including the allocation of funding to the development of comprehensive and regular training of law enforcement and criminal justice professionals.

The under-reporting of hate crimes and incidents also impacts on the visibility of hate crime and the training needs of professionals. Numerous surveys implemented at the national and the EU levels, consistently highlight high levels of under-reporting.⁸ There can be many reasons why hate crime victims are reluctant to report an incident, but interaction with criminal justice professionals plays an essential role in it. Some hate crime victims might have a sense of mistrust or fear of the police because of their previous experiences with the criminal justice system, or because of general lack of protection by the police. Victims belonging to groups that have historically been subjected to harassment or discrimination by the police may not want to have any contact with the police. When law enforcement and criminal justice professionals lack appropriate knowledge, experience and skills to interact and deal with hate crime victims, they can contribute to secondary victimization, making victims even more reluctant to come forward.

❖ *Summary of cross-cutting findings*

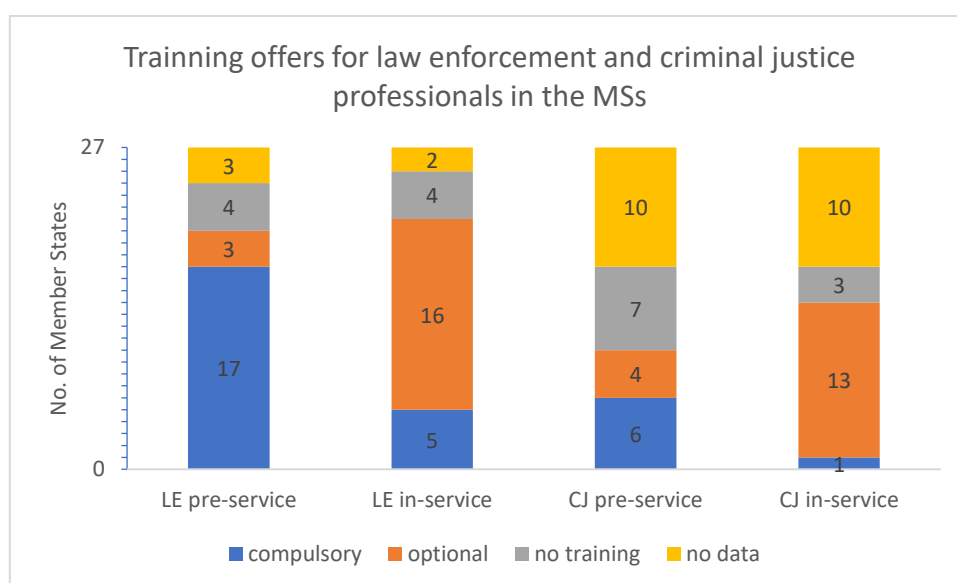
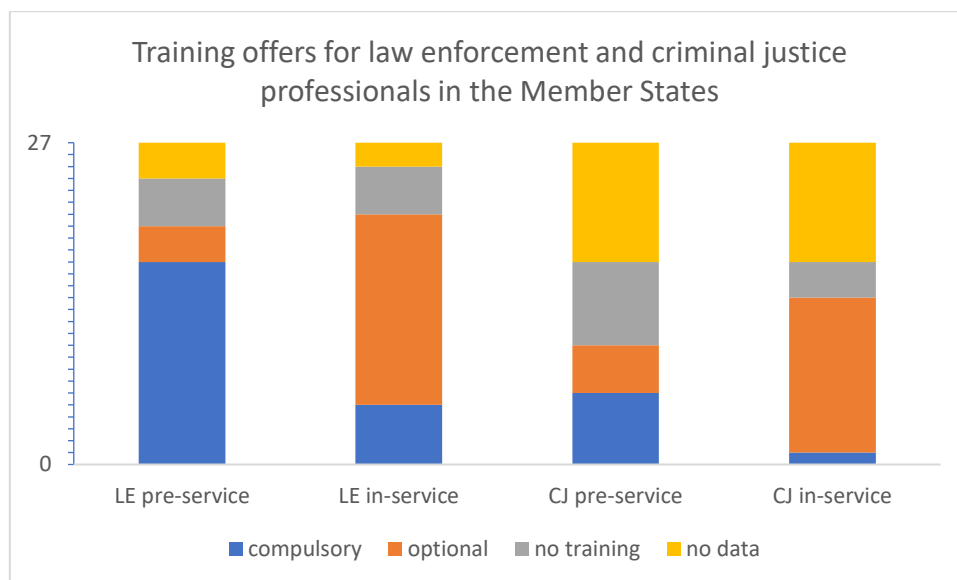
The mapping showed that while most Member States that submitted the questionnaire on their activities relating to hate crime training,⁹ any of the respondent Member State seems to address hate crime training in a holistic manner along the central components outlined by the Key Guiding Principles.

Very few Member States have adopted a comprehensive approach to hate crime that envisages integrating hate crime training targets within national policy documents, developing hate crime specific strategies and/or strengthening the effectiveness of these efforts by measures at the institutional level. Member States that have such measures in place are more likely to meet the needs of their national law enforcement and criminal justice agencies in relevant training.

⁸ FRA, Hate Crime Recording and Data Collection Across the EU, Vienna, 2018, available at <https://fra.europa.eu/en/publication/2018/hate-crime-recording>. Commissioner for Human Rights of Poland, Ipsos Poland, Survey on the nature and scale of unreported hate crimes against members of selected communities in Poland, Warsaw, 2018, available at <https://www.osce.org/odihr/412445>.

⁹ Training offers vary in relevance and extent their cover hate crime. Detailed analysis is in the Chapter II.

Most Member States have incorporated compulsory and optional hate crime training for law enforcement (LE) at pre- and in-service levels.¹⁰ Offer of training courses for prosecutors, judges and other criminal justice (CJ) professionals is less prevalent and is mostly of optional nature. The graph below provides for an overview of national authorities' hate crime training offers.



Significant gaps are identified in the areas of training needs assessment and monitoring and evaluation. No Member States reported having in place a systematic and detailed methodology for assessing the training needs on hate crime and for monitoring the impact of the training programmes. Only a few Member States mentioned taking some needs assessment steps in line with their national strategic goals in the area of hate crime. With regard to evaluation, while most Member States reported monitoring the immediate results of individual training sessions, only five Member States reported undertaking some steps to evaluate mid- and long-term outcomes.

Another identified gap is engagement of civil society actors in their training and awareness raising activities. While many reported cooperating with civil society organization, these

¹⁰ Pre-service training refers to the training of professionals before they enter the duty of police, prosecution or judiciary. In-service training refers to the training of professionals when they are already in service.

efforts are largely of *ad hoc* nature. The majority of the reported activities take place within the framework of projects, which means that cooperation ends once the projects are completed. In Member States where structured cooperation exists, it comprises civil society groups, both general human rights CSOs and community-based CSOs.

Most Member States have relied on the resources available at the European level to develop or strengthen their national training programmes. Among the training resources mentioned, most mentioned are resources of OSCE/ODIHR, Council of Europe, CEPOL, CEJI's Facing Facts, and European Judicial Training Network (EJTN). Additionally, national authorities reported benefitting from EU-funded projects on the area of preventing and combating racism and xenophobia. In some states, the EU-project trainings were the only training offerings, while in others, these efforts were complementary to those in place.

2. Overview of available resources

International and regional actors have addressed the hate crime topic for several years and have developed a wide range of resources available to Member States. The below list presents the resources that Member States can rely on to support the development of their national training programmes or complement their hate crime training efforts. All available resources are divided by type, namely, training programmes, training manuals and materials, useful sources of information related to hate crime as well as information about funding opportunities. A detailed description of each resource and link, if applicable, are provided in [Annex A](#).

❖ **Training programmes**

In-person trainings

- OSCE/ODIHR: Training Against Hate Crimes for Law Enforcement (TAHCLE); Prosecutors and Hate Crimes Training (PAHCT) Programme; Programme on "Effective and Human Rights-Compliant Policing in Roma and Sinti Communities";
- CEPOL: Course on Hate Crime.

Online trainings

- Council of Europe: 'HELP in the 28'; Hate Crime and Hate Speech – 2020;
- CEPOL: Online module on Hate Crime, e-Lesson (mini online module) on Anti-Muslim hatred (currently in preparation 2021);
- CEJI: Facing Facts (two online courses on identifying, monitoring and countering hate crime and hate speech; seven interactive online training modules on bias indicators); and tailor-made training for police.

❖ **Training materials and manuals**

- Council of Europe: Training manual "Policing Hate Crime against LGBTI persons: Training for a Professional Police Response";
- FRA: Manual on "Fundamental-right based police training – A manual for police trainers" (2013);

- Projects funded under the Rights, Equality and Citizenship Programme (REC): project “Good Practice Plus” - a training toolkit; project “Light On” - a pilot training based on a training manual on investigating and reporting online hate speech; project “Address hate crime” - a “Good practice manual for judges/prosecutors, law enforcement authorities and legal practitioners”.

❖ *Useful sources of information*

- OSCE/ODIHR: Handbooks and guidance documents “Prosecuting Hate Crimes – A Practical Guide”, “Preventing and responding to hate crimes: A resource guide for NGOs in the OSCE region”, ODIHR hate crime reporting website;
- Council of Europe: Manual on hate speech;
- FRA: An online compendium of practices, collating practices on combating hate crime from across the EU;
- APAV Hate No More: Manual Support to Victims of Hate Crime.

❖ *Funding opportunities*

- EU: Rights, Equality and Citizenship Programme (REC).

V. National practices, gaps and needs: overview of findings

The effectiveness of training programmes depends on many factors, including, primarily on training activities being systematic, aim at a defined target group, and have clear objectives. As outlined by the Key Guiding Principles, the work towards the design and implementation of an effective hate crime training programme for law enforcement and criminal justice authorities should be developed around the following connected and complementary components:

- 1) Ensuring impact and sustainability;
- 2) Assessing training needs assessment and identifying targets;
- 3) Building synergies with civil society;
- 4) Choosing the right training methodology;
- 5) Conveying quality content;
- 6) Monitoring and evaluating outcomes.

The mapping findings presented below are structured against the 10 Key Guiding Principles detailing central components of effective hate crime training.

1. Comprehensive approach: national strategy and policy level

<p><i>Principle One: Ensuring impact and sustainability – embed training within a broader approach to tackling hate crimes.</i></p>

Capacity building activities are more likely to be effective if they are developed and implemented as part of a comprehensive national approach to addressing hate crimes compared to isolated, segmented measures. National policies introduced in parallel in all areas, - data recording, investigation, prosecution, sentencing, community outreach, victim support, training and coordination - not only complement each other thereby reinforcing the overall effort, they also establish practices and produce tools that enhance the success of each component.

Ensuring sustainability of training should be at the core of any efforts and should be addressed at the policy and institutional levels. This might include the following steps:

- 1) Including hate crime training in national or regional action plans and strategies, along with defining clear goals, target groups, indicators, responsible actors and dedicated financing for such training;
- 2) Complementing training programmes by developing legal, policy and operational guidance for national authorities;
- 3) Strengthening training programmes by fostering coordination and cooperation across different national actors (police, prosecution, judiciary, victim support services, civil society and community-based organisations).

Overview of findings

Many Member States that responded to the questionnaire have in place national strategic documents or action plans of relevance to combating hate crimes. The scope and content of such documents vary greatly throughout the EU and relate mainly to:

- action plans for the prevention of violent radicalisation and extremism,
- action plans against racism and intolerance,
- national anti-discrimination strategies,
- diversity policies,
- police strategic documents and
- government programmes.

Despite referring to the importance of addressing racism and intolerance, most of the respondent Member States do not mention specific plans for hate crime training in their national strategic or policy documents. From the Member States that include training targets, they predominantly do so in a declarative manner, without specifying concrete training targets. From the responses, only one Member State signal to have a policy document specifically dedicated to combating hate crimes, which include hate crime training as a key action; while a few other Member States detail hate crime training objectives, targets and timelines in their strategic documents.

In **Spain**, the *Action Plan to Combat Hate Crimes*¹¹ of the Ministry of Interior, published in 2019, envisages more than 50 measures to be implemented until 2021 and has four main pillars:

¹¹ Available at: www.interior.gob.es/documents/642012/3479677/Plan+de+accion+ingles/222063a3-5505-4a06-b464-a4052c6a9b48

- i. Hate crime training;
- ii. Improving victim assistance;
- iii. Enhancing police reaction to hate crimes;
- iv. Further improving prevention of hate crime.

The hate crime training pillar has clearly defined objectives: (1) Attaining comprehensive training of the members of the Spanish Security Forces on human rights and hate crimes, (2) Developing standardized training at the level of international organizations where Spain is a member, (3) Fostering the exchange of knowledge among the different law enforcement agencies and the organizations of this sector. Further, each of the objectives stipulates concrete measures, responsibilities and timelines. The Action Plan envisages training both in the academy and in professional promotion programmes.

In **Greece**, the *National Action Plan against Racism and Intolerance 2020-2023* includes the "Fight against racist crimes" thematic pillar, which among other things aims "to educate and inform law enforcement authorities (police, prosecutors and the judiciary) on tackling racist crime". The document defines target groups and indicators for this objective, and describes in details which activities are envisaged, their timeline, expected result and responsible authorities.

In **Finland**, the *National Action Plan for the Prevention of Violent Radicalisation and Extremism 2019-2023*¹² envisages trainings on hate crime. In addition, in 2020 the government tasked the Ministry of Justice to prepare a separate action plan on preventing racism and discrimination.

In **Lithuania**, the *Action Plan to Promote Non-Discrimination 2021-2023*¹³ among other measures specifically tasks Police Department under the Ministry of the Interior to develop the competencies of police cadets and officers to respond effectively to hate crimes, to investigate and prevent such crimes. In particular, this is envisaged by training police trainees, and offering the in-service training for police officers on how to respond appropriately to hate crimes, investigate and prevent such crimes.

In **Ireland**, the *Garda Síochána Diversity and Integration Strategy 2019-2021*¹⁴ envisages the following objectives relating to hate crime training:

- To ensure sufficiency of support, training and resources to deliver a professional policing service to diverse communities and minority groups and address potential discriminatory attitudes within An Garda Síochána;
- To provide guidance and supervision for all Gardaí in respect of reporting, recording, investigating and prosecuting hate crime;
- To develop a Garda training programme for Gardaí and Garda Staff to build their competency and capacity to interact more effectively and positively with migrants, refugees, victims of hate crime and people from diverse and minority backgrounds;
- To provide appropriate support to victims of hate crime during the reporting, investigation and prosecution phases;

¹² http://julkaisut.valtioneuvosto.fi/bitstream/handle/10024/162073/SM_2020_1.pdf

¹³ <https://www.e-tar.lt/portal/lt/legalAct/b1c5e3b03ae511eb8d9fe110e148c770>

¹⁴ <https://www.garda.ie/en/crime-prevention/community-engagement/community-engagement-offices/garda-national-diversity-integration-unit/diversity-and-integration-strategy-2019-2021-english-v1-1.pdf>

- Development and issue of hate crime policy and procedures to guide all Gardaí and Garda staff;
- Development of an internal 'Diversity Toolkit' within the Garda Community Policing Framework to support An Garda Síochána in engaging with persons from diverse and minority backgrounds and in the investigation and prosecution of hate crimes;
- Review conducted of current Garda diversity training programmes and development of bespoke training, tailored to meet the policing needs of diverse groups and sub-groups that will give Gardaí and Garda Staff the expertise and confidence to engage professionally with these groups;
- A victim-focused policing service, supportive of service users from all backgrounds.

In **Romania**, the *National Strategy for the Prevention and Combating Discrimination "Equality, inclusion, diversity" 2018-2022* includes training plans. In particular, it provides that hate crime investigators should attend annual training sessions or professional development training programmes. The Strategy also sets out the recommendation for the Public Ministry to organise 5 training sessions per year on hate crimes for the prosecutors and judicial police officers.

Many Member States reported to have developed legal, policy and operational guidance for national authorities to complement the training efforts and to guide law enforcement officers and criminal justice professionals in their work.¹⁵ The thematic range of guidance documents includes guidance on reporting/recording, investigation, prosecution and sentencing hate crimes, and victim treatment and support. Only a few Member States reported having guidance documents covering all of the above areas. The areas that have the most guidance across Member States that responded to the questionnaire regard the identification and investigation of hate crimes, while areas of sentencing and victim treatment and support have the least available guidance. A few Member States have developed additional instructions on cooperation with CSOs and hate speech online.

In **Croatia**, there are several guidelines issued by the General Police Director for the purpose of systematic monitoring and synchronisation of all activities of the police concerning hate crimes. Systematic monitoring aims to follow a certain case involving a hate incident from the initial information gathered until concluding the proceedings, regardless of whether a sentence is pronounced or criminal charges are dropped. Also, there is the *Protocol of Procedure in Hate Crime Cases* drafted by the Working Group for Monitoring Hate Crimes that defines obligations and content of cooperation of all competent authorities involved in identification, treatment and monitoring of the results of the procedures conducted in relation to hate crimes.

In **Belgium**, the *Joint Circular No. COL 13/2013 on the Investigation and Prosecution Policy regarding Discrimination and Hate Crimes*¹⁶ of the Minister of Justice, the Minister of the Interior and the College of Public Prosecutors to the Court of Appeal aims to standardise investigation and prosecution policies in relation to the application of the "anti-discrimination", "gender" and "anti-racism" laws and decrees. For this purpose, it provides a framework and uniform criteria allowing a homogenous development of the policy in this field. Among other objectives, the *Joint Circular No. COL 13/2013* aims to raise awareness among the magistrates in the public prosecutor's office, the labour auditor's office, the police and the social inspection services concerning hate crimes and current legislation.

¹⁵ Please note that while many Member States marked in the questionnaire that they have in place numerous guidance documents on hate crimes, only half provided references to actual documents or shared links or texts of the documents.

¹⁶ https://www.unia.be/files/Z_ARCHIEF/14129_en_-_circulaire_col_13-2013.pdf.

In **Finland**, in addition to the instructions for the police on identifying and recording hate crimes and instructions for prosecutors on prosecuting hate speech, there are special in-depth guidance materials on the rights of the victims issued by the National Police Board.¹⁷ This includes an online guide and notes on all the rights included in an interview form to ensure that the rights are explained to a victim before an interview. In addition, it envisages a separate form for the assessment of the victim's special needs for protection during the criminal investigation and trial, and of the protection measures required.

In **Lithuania**, the *Methodological Recommendations on the Peculiarities of Conducting, Organizing and Guiding the Pre-Trial Investigation of Hate Crimes and Hate Speech* outline the concepts of hate crimes and hate speech, criteria and specifics of their distinction, as well as other concepts relevant to the identification and investigation of this type of crimes, concepts of vulnerable groups, the main principles of conducting and organizing pre-trial investigations, international communication and qualification of crimes. The *Methodological Recommendations* set out criteria and principles to help officials address these and other issues in practice, promote a conscious and sensitive approach by law enforcement officials to victims of hate crimes or hate speech, and emphasize the requirement to assess the needs for special protection and apply necessary special protection measures.

In **Spain**, the *Action Protocol for the security forces for hate crimes and behaviours breaching legal regulations on discrimination* (also known as *Hate Crime Protocol for Law Enforcement*) provides guidance on, among other areas, hate crime identification and investigation, hate crime recording, victim assistance, legal framework and improving relations with civil society. The document, developed in 2014 and updated in 2020, is also a centrepiece of the training on hate crime.

In **Austria**, in 2020, the Federal Ministry of Interior has introduced changes to the police recording system (PAD NG) to allow the recording of hate crimes and associated analysis information. To support law enforcement work with the changes and ensure quality recording, the Federal Ministry of Interior has produced the guidance for law enforcement, which explains the hate crime concept and importance to address it, legal framework, bias indicators, recording mechanism and prescribes victim's individual needs assessment. The guidance is complementary to the hate crime training program for police.

In **France**, the *Practical Guide to Combating Discrimination, Racism, Anti-Semitism, Xenophobia and Homophobia*, developed by the Ministry of Interior, represents a set of synthetic reflex sheets intended for operational services, and aims to provide police officers with information so that they can better understand the offenses in question. Furthermore, since 2007 the General Directorate of the National Gendarmerie provides gendarmerie investigators with the *Methodological Guide on Discrimination and Offenses of an Anti-Semitic and Homophobic Nature*. It has been updated several times and is accessible online on the Intranet of the National Gendarmerie. Further, national authorities are currently preparing a practical guide on hate crime offences on sexual orientation or gender identity biases.

In a number of Member States, authorities strengthen training programmes by fostering coordination and cooperation across different national actors, namely, police, prosecution, judiciary, victim support services, civil society and community-based organisations. In particular, Member States implemented joint projects that included capacity building components. However, most of these projects were limited in time, scope and nature of the projects, and thus lacked sustainable and regular nature. Only a few Member States went on to institutionalize their efforts. This included capacity building efforts driven by

¹⁷ Handbook for evaluating the victim's need for protection (Rikoksen uhrin suojelutarpeen arviointimenettelyn käsikirja), available at: <http://urn.fi/urn:isbn:978-952-324-091-9>.

the formal cooperation of national actors and capacity building efforts embodied in the work of institutionalized coordination mechanisms.

In **Portugal**, a Protocol was signed in 2019 between the Centre of Judicial Studies and the Commission for Citizenship and Gender Equality in order to promote training in areas comprising hate crimes. The cooperation aims to establish training modules and references, specialization courses, as well as the elaboration of guides on good practices in several areas, including hate crimes. This commitment is effective for a period of 4 years.

In **France**, the Central Office for the Fight against Crimes Against Humanity, Genocide, War Crimes and Hate Crimes (OCLCH) within the Ministry of Interior, is a central inter-force judicial police office composed of gendarmes and police officers. It is responsible for coordinating the criminal investigations conducted by any police service or gendarmerie unit. The OCLCH is also involved in the organization of training-of-trainers on hate crime. Further, the OCLCH's role includes assessing the trainings needs on the legislation and its applicability by the officers. Besides, there is the Inter-ministerial Delegation for the Fight against Racism, Anti-Semitism and anti-LGBTI hatred (DILCRAH). It organizes regional training sessions for gendarmes, police officers and magistrates of the judiciary with speakers including members of DILCRAH, CSOs and representatives of the gendarmerie and the police who specialize in hate crime.

In **Croatia**, the Working Group for Monitoring Hate Crimes, established in 2010, is a working body of the Office for Human Rights and the Rights of National Minorities of the Government of the Republic of Croatia. The Working Group is in charge of coordinating hate crime data collection, monitoring and analysis, inter-departmental cooperation and development of recommendations for the improvement of the system to address hate crimes. The Working Group consists of representatives of bodies responsible for combating hate crimes (Ministry of the Interior, Police Academy, Ministry of Justice, Ministry of Foreign and European Affairs, Zagreb County State's Attorney's Office, Municipal Criminal Court in Zagreb, High Misdemeanour Court of the Republic of Croatia, the Ombudsman), representatives of the academic community (Faculty of Law, University of Zagreb) and representatives of the Civil Society Development Council (NGO Centre for Peace Studies).

In **Italy**, Observatory for Security against Acts of Discrimination (OSCAD), a law enforcement inter-agency body, among other things focuses on law enforcement personnel training. Since its establishment in 2010, in the framework of the various initiatives undertaken by the OSCAD in collaboration with government institutions and civil society actors, over 11 thousand officers have attended training courses and the same number has participated in online training modules. OSCAD has also established inter-institutional partnership with the National Office against Racial Discrimination for information exchange and training purposes. In the framework of the EU funded Facing Facts project coordinated by CEJI, OSCAD developed an online course for police officers on hate crime which is currently being migrated on the Italian police e-learning platform SISFOR

2. Hate crime training needs assessment and customization

Principle Two: Develop a methodology to assess training needs.

Principle Three: Customise programmes on the basis of the identification of target personnel.

According to the Key Guiding Principles, the design of hate crime training programmes should always start with a thorough assessment of training needs. This ensures that

training programmes address the gaps in existing training programmes, meet the needs of all target groups, and respond to the demands of the criminal justice system to address hate crimes. Further, needs assessments help ensure that the design of training programmes is strategic, is geared at achieving targeted and realistic objectives, and is supported by adequate resources, so as to enhance continued impact and sustainability.

Responsible national authorities should have a needs assessment methodology in place that takes into account the specific national or local context, the applicable legal and policy frameworks, the organisational structure of law enforcement and criminal justice agencies and, where available, national and regional data on hate crime and hate speech trends and impact. Such an assessment should ideally be done with the involvement of various stakeholders, including national authorities from different agencies, equality bodies, civil society or community based organisations.

Training programmes should be designed and customised to each specific training target, in light of the role and functions of the category concerned. An accurate identification of target personnel is key to ensuring that training can achieve its desired outcomes. For a training programme to be effective the identification of training targets and the customisation of programmes should have the following elements:¹⁸

- training the executive: including high level officials among training targets can play a key role in building leadership and commitment of the executive in preventing and countering hate crimes, and can be a factor ensuring the success of training to low-level staff and train-the-trainer sessions. Such trainings should be customised to high level officials and therefore normally include elements such as input on human rights-based leadership, objective setting, prevention strategies, the use of community intelligence, community engagement and measuring performance;
- training specific categories within a single target group (e.g. police, patrol/frontline officers, detectives, policy-level officers, hate crime officers, etc.; and, prosecutors, specialised prosecutors): developing training for well-defined target groups is key in order to convey operational guidance and enhance specialised skills related to the specific role and functions of concerned officials.
- training a mixed audience within a single target group (e.g., police, police officers with different level/functions): developing training for different categories belonging to the same target group allows strengthening the understanding of needs and challenges for the different actors of a same process and can contribute to enhanced cooperation and the streamlining of relevant procedures;
- training a mixed audience from different target groups (e.g. police and prosecutors, prosecutors and judges): developing training for different target groups allows strengthening the understanding of needs and challenges at different stages of the process and can contribute to enhanced cooperation and the streamlining of relevant procedures;
- pre-service training: including pre-service training on hate crime as part of the educational curriculum of future law enforcement and criminal justice officials allows developing or reinforcing targeted basic knowledge and skills before taking office, so to ensure that authorities are able to understand and handle hate crimes from an early stage.

¹⁸ Hate crime training for law enforcement and criminal justice authorities: 10 Key Guiding Principles, February 2017, EU High Level Group on combating racism, xenophobia and other forms of intolerance.

Overview of findings

Most of the respondent Member States reported that the assessment of training needs in their national systems is done by several actors, such as training institutions (police schools or schools for judiciary and public prosecution), national and regional authorities (police agencies, judiciary councils, public prosecutor's offices, ministries of justice), or specialized institutions and advisory groups in charge of training coordination efforts. Submitted information suggests that needs assessment efforts are predominantly sectorial and decentralized.

In relation to hate crime training needs assessments, any Member State reported having a systematic and detailed methodology in place. Only a few Member States mentioned either having a dedicated agency in charge of hate crime training, including needs assessment, or taking some needs assessment steps in line with their national strategic goals in the area of hate crime. Other Member States reported no needs assessment in place, or assessments on the basis of general surveys of target groups only, which are not hate crime specific.

Further, the data suggest that unless the assessment is done by an advisory group that includes equality bodies, civil society or community based organisations, authorities do not engage the latter in the needs assessment process.

In **Austria**, the specific training needs of judges and public prosecutors are evaluated by the Advisory Board on Further Education. This body, which consist of judges and prosecutors, meets once a year and sets the training strategy for the following year. In addition to this, the Austrian Judiciary follows an approach of first hand assessment, i.e. judges and public prosecutors are encouraged to provide the relevant training providers with information on the training needs they identify. This feedback can be given at the end of every national training activity or in the framework of the periodic internal audits of courts and public prosecution offices.

Law enforcement training

Based on the information submitted, all but four Member States offer trainings related to hate crime at the pre-service level. The relevance and scope of offered training varies greatly among Member States, and could constitute a basic hate crime course, classes within broader human rights, non-discrimination or anti-extremism courses, or elements of intercultural learning. Similarly, all but four Member States offer hate crime training at the in-service level. At this level offerings are more specific to hate crime and could include specialized courses and targeted courses on specific aspects of hate crime. While at the pre-service level most courses are compulsory, at the in-service training they are mostly optional.

The range of trainee groups targeted by training varies greatly from state to state. Most Member States train national, regional or local police, first respondents and investigators, while border management and call handlers appear to be least exposed to relevant training. A few Member States also offer optional specialized course for all employees of police, while others extend the target groups to also include immigration officers, CSO liaison officers, diversity officers, community policing officers, data inputters (incident recording), and police working in prisons. As to the customization of the offerings depending on the role and functions of the target group, the questionnaire responses suggest that national training programmes are predominantly the same for all target groups except for investigators who receive more in-depth training in some Member States.

In **Italy**, the assessment of learning needs for National Police is the responsibility of the Central Directorate. Specifically on a hate crime topic, the Central Directorate appointed OSCAD to organize, tailor and deliver – directly or by trainers trained by OSCAD – the training activities.

Italian authorities offer compulsory pre- or in-service training to constables, first respondents, investigators (sergeants and inspectors), senior police officers, and personnel on duty at Immigration and Border Offices. Training programmes are tailored to the needs and functions of different target groups. In particular, at the pre-service training, all target groups receive a specific training on hate crime within the general pre-service course.¹⁹ For constables and first responders, the basic seminar is formed by 10 periods of 45 minutes each and is formed by six modules: “OSCAD organization and tasks/Hate Crimes and Hate Speeches/Legislation”, “Discriminatory Ethnic Profiling”, “Prejudices/Stereotypes/Discrimination/Diversity/Racism”, “Human Rights”, “LGBTI persons and Police activities” and “Best practices in dealing with vulnerable victims”. For inspectors, the basic seminar is more detailed and is formed by 27 periods of 45 minutes each.

At the in-service training level, constables, first respondents, investigators (sergeants and inspectors) receive a half-day seminar and a 4-hour awareness raising module. As part of a professional development programme, a 4-hour online training on hate crime is offered for Sergeant promotion. Personnel on duty at Immigration and Border Offices receive a one day seminar tailored to their specific needs. For lieutenant colonels (Colonel promotion) a half-day seminar is offered.

Criminal justice professionals training

Based on the information from the questionnaires, ten Member States offer pre-service training relevant to hate crime to prosecutors and judges and half of them make it compulsory. In contrast to that, most Member States that answered the questionnaire offer optional training at the in-service level. The relevance and scope of offered training vary greatly among Member States, and could include specialized courses on legal frameworks and European Court of Human Rights’ relevant law, classes within broader human rights, promotion of diversity or anti-extremism courses, or courses on intercultural competences. Training is usually offered to prosecutors and judges in criminal courts; other target groups include junior prosecutors and clerks, prosecutor’s assistants, court assessors, judge’s assistants and judges in misdemeanour courts.

In **Latvia**, learning needs are identified through questionnaires/surveys with target learners and training evaluation sheets. Additionally, the Ombudsperson’s Office, Latvian Centre for Human rights and other CSOs undertake research to identify any shortcomings in the application of the regulatory framework in practice, which, among other things, inform the development of training programmes. Prosecutor’s training include a list of optional courses offered by various actors (State Police College, Latvian Judicial Training Centre, Latvian Centre for Human Rights and Riga Graduate School of Law); courses like “Hate Crimes / Speech - Challenges for Latvia”, “Hate Crimes and Freedom of Expression”, “Diverse approaches to curbing and preventing hate crime and hate speech” and “Promoting Tolerance in Latvia: Legislation, Practice and Policy”. Training for judges is organized by the Latvian Judicial Training Centre and includes ad hoc optional training events on hate crime and an optional annual training on recent case law of the European Court of Human Rights relevant to hate crimes, racism and discrimination.

¹⁹ Up until 2018, the training had been delivered by OSCAD in cooperation with CSOs. Since 2018, the training is delivered by the national police officers at the Police Academies, who were trained by OSCAD.

In **Germany**, learning needs are identified annually in consultation with judicial training officers, practitioners and on the basis of evaluation of previous trainings. Training of judges and prosecutors is predominantly the responsibility of the state (Land) authorities, therefore the offerings differ from state to state. For instance, in North Rhine-Westphalia, the Centre for Intercultural Competence is tasked to support judicial practice in dealing with extremism, racism, anti-Semitism and comparable phenomena. The Centre's tasks include developing training courses for justice employees, networking with academic and civil-society institutions, as well as knowledge management and consulting in specific cases. In addition to the state authorities, the German Judicial Academy offers a list of optional courses with different learning objectives. In particular this includes trainings on technical skills (investigation and prosecution, legal framework, sentencing and victim protection) and classes on culture and history of various communities.

Using resources offered by international organization, the EU and regional projects

Most Member States have relied on the resources available at the European level to develop or strengthen their national training programmes. Among the training resources mentioned, there are OSCE/ODIHR's hate crime trainings for police (TAHCLE) and prosecutors (PAHCT), Council of Europe's HELP training for judiciary and prosecution, CEPOL training on violent extremism and radicalisation, on hate crime and on online hatred, CEJI's Facing Facts trainings, and European Judicial Training Network's (EJTN) training. Additionally, national authorities of thirteen Member States reported benefitting from EU-funded projects on the topic.

With regard to the training programmes offered to national authorities by European or international actors, there is very little information on whether these programmes and their implementation at the national levels were evaluated and what are the results of such programmes.

In **Austria**, curricula of TAHCLE, CEJI's Facing Facts, CEPOL trainings were consulted when developing specialized training for law enforcement. National authorities have also highlighted the project "Expanded, systematic hate crime data collection and reporting of the Austrian Police" funded by the European Union's Rights, Equality and Citizenship Programme (2014–2020),²⁰ that, among other things, envisaged training of police officers on the matter.

In **Croatia**, the Judicial Academy carried out the course developed by the Council of Europe HELP Programme on the topic "Fight against racism, xenophobia, homophobia and transphobia" for judicial officials under the mentorship of the Croatian municipal court judge. Croatian authorities reported that they have implemented OSCE/ODIHR's Law Enforcement Officer Programme on Combating Hate Crime (now known as TAHCLE). It was implemented through the train-the-trainer approach and specific parts of the content were included in the national police curriculum. Also, training tools provided by CEPOL are used in police training and education. In particular, the Police Academy delivered two CEPOL Hate Crime Courses (in 2016 and 2018).

In **Italy**, authorities implemented OSCE/ODIHR's TAHCLE in 2014 and 2018 at national level, and in 2017 at regional level (Lombardy). TAHCLE materials were used by OSCAD for both its face-to-face and on-line training activities. They have been disseminated in all National Police Schools. Further, from 2016 to 2019, in the framework of the CEJI's Facing Facts project, OSCAD developed an on-line course on hate crime for law enforcement, formed by three modules: "What is a Hate Crime?", "Bias Indicators" and "Vulnerable Victims". Nowadays OSCAD, in cooperation with the Central Directorate for training

²⁰ Available at: <https://bmi.gv.at/408/Projekt/start.aspx>

activities of the Ministry of Interior, is in the process of transposing the full course into the SISFOR platform, making it available for National Police and Carabinieri officers.

In **Lithuania**, within the framework of the project “Strengthening Response to Hate Crimes and Hate Speech in Lithuania” funded by the European Union’s Rights, Equality and Citizenship Programme (2014–2020),²¹ trainings were delivered for prosecutors, judges and police officers.

3. Cooperation with civil society

Principle Four: Develop a model of structured cooperation with civil society.

Civil society plays an important role in supporting the communities, addressing underreporting and assisting victims to the effective access to justice. By virtue of their work and close connection to the communities, civil society organizations and community-based organizations have first-hand knowledge and understanding of the local hate crime context and the challenges that the communities face. Partnerships between authorities and civil society organizations allow for a more tailored response to hate crimes, but above all it helps build trust between the authorities and the communities.

Engaging civil society in training of law enforcement and criminal justice professionals benefits both the authorities and the communities, including by:

- Bringing in the victim's experience and perspective, needs and vulnerabilities, and reinforcing the importance of a victim-centered approach and the victim’s protection in government’s responses to hate crime;
- Providing reliable and evidence-based data about the scope and extent of hate crime affecting local communities, which helps authorities to see a wider picture on the ground, beyond the cases reported to them, and thus better respond to the security needs of affected communities;
- Bringing historical perspectives relevant to local contexts, e.g. post-colonial factors, history of marginalization, as well as knowledge of discriminated and marginalized communities whose members are targeted for hate crimes;
- Facilitating direct contacts between authorities and members of communities, addressing existing barriers and challenges, and overcoming mistrust on both sides;
- Addressing the authorities’ attitudes that are often influenced by individuals’ own prejudices and/or by organizational culture.

Contributions from civil society and community-based organisations should inform not only training programmes, but also the development of hate crime policies and guidance tools. As for training activities, civil society should be engaged throughout the whole cycle, i.e. the needs assessment, design, delivery and evaluation, as envisaged by the Key Guiding Principles. It is important to engage a variety of community members and not be limited to a small number of community leaders.

Whatever model of cooperation authorities and civil society actors choose, formal or informal, it is crucial to opt for structured cooperation, rather than a one-time or ad hoc

²¹ Available at: <https://vrm.lrv.lt/en/news/a-project-to-strengthen-response-to-hate-crimes-and-hate-speech-in-lithuania-was-launched>

engagement. A structured cooperation guarantees the sustainability and reliability of the efforts and contributes to building trust between authorities and the communities.

Overview of findings

The majority of Member States that completed the questionnaire reported engaging civil society actors in their training and awareness-raising activities. However, the information received suggests that these efforts are predominantly of *ad hoc* rather than systematic nature, and are mostly limited to speaking engagements only, omitting civil society's participation in the development and evaluation of training efforts. The mapping also shows that cooperation comprises civil society groups, including general human rights CSOs and community-based CSOs. A lot of reported activities take place within the framework of projects, which means that cooperation ends once the projects are completed.

Member States that have structured cooperation in place utilize various models of cooperation. One of the models is institutionalized cooperation on the basis of a cooperation agreement or a memorandum of understanding between authorities and CSOs. The advantage of such model is that it explicitly prescribes the aims, responsibilities, timeline and ideally budget allocations, which makes cooperation sustainable, predictable and efficient. Formal cooperation models are more likely to ensure that all parties take actions and follow agreed policy and practical considerations.

In **France**, in 2018, the Ministry of the Interior concluded agreements with CSOs, such as LICRA, with the aim of strengthening the partnership with the national police and gendarmerie at the national level, particularly in the field of training. Similar agreements were later concluded by some prefects at local levels, for example, in Nîmes. The National Gendarmerie has also signed several agreements with CSOs working on hate crimes. For example, an agreement between the Shoah Memorial and the National Gendarmerie Officers School envisages the cadets' participation in several training sessions organized in partnership with the Shoah Memorial, in particular on anti-Semitism and hate stereotypes. Further, CSOs, such as the Shoah Memorial, the Camp des Milles, SOS Racisme, the Assistance Network for Victims of Aggression and Discrimination, are involved in continuing training through interventions and discussion of practical cases during training sessions for judges.

In **Latvia**, the State Police College has concluded cooperation agreements with CSOs, i.e. Latvian Centre for Human Rights, Association of LGBT and their friends Mozaika, Resource Centre "ZELDA" and Resource centre for women MARTA, which included organising joint trainings, consultations and discussion seminars, where representatives of these CSOs participate as lecturers.

Formal cooperation models can also include cooperation within an advisory or consultative group that brings together various actors, i.e. police, prosecutors, judges, community members and CSOs, academia and other relevant actors. This model of cooperation offers the avenue for cooperation beyond one area only and with all key actors simultaneously, and is thus more conducive to adopting a comprehensive approach to hate crime. Beyond working on the mandated objectives, cooperation within a consultative group allows for responding to a quickly changing situation or pressing issues.

In **Greece**, the National Council against Racism and Intolerance,²² an inter-ministerial body that is mandated to develop policies for the prevention and response to racism and intolerance, to supervise the implementation of the relevant legislation, to coordinate actions of involved actors to address racism and to strengthen cooperation with civil

²² Available at: https://moj.gov.gr/ncri/ncri_general/

society. The National Council consists of the Secretary General of the Ministry of Justice, who acts as the President of the Council, and representatives of relevant national authorities and agencies, the Ombudsperson's office, academics, civil society as well as the representative of the UN High Commissioner for Refugees. Within the framework of the National Council, civil society contributes to the development of the national strategy against racism, intolerance and hate crime, which among other things include training activities.

Formal cooperation can also take place within a project implemented in co-partnerships of CSOs and national authorities. The advantages of such cooperation are very concrete outputs, e.g. trainings or guidance tools, secured funding, and clear division of responsibility. The disadvantage is a limited timeframe for cooperation.

In **Portugal**, the CSO Portuguese Association for Victim Support (APAV), in partnership with national entities – the Judiciary Police, the Public Prosecution Office, and the Commission for Citizenship and Gender Equality, – and international organisations, have implemented the Hate No More project. In 2018-2019, the project trained 23 prosecutors on hate crime and developed a handbook comprising best procedures on how to identify victims of hate crime and hate speech, and how to communicate with them in a respectful manner. This handbook was subsequently distributed to all Public Prosecutors' offices in the country.

Other forms of engaging CSOs in training efforts reported during the mapping include CSOs' direct participation in trainings for law enforcement and criminal justice professionals as lecturers, resource persons or guest speakers, as well as development of training/ awareness raising materials that are used by the authorities during trainings.

In **Denmark**, CSOs (LGBT Denmark, the Muslim Council and the Jewish Community in Denmark) regularly participate in the training activities organized by the Danish National Police as panellists to a debate, during which participants on the course can ask them questions.

In **Italy**, OSCAD continuously involved CSOs in the trainings it delivered. OSCAD cooperated with UNAR, the Italian equality body and CSOs such as Amnesty International – Italy, Rete Lenford, COSPE, Rete Ready, Lunaria, Polis Aperta, and Arcigay among the most relevant partners. During the trainings, CSOs were covering specific aspects of hate crime phenomenon: for instance, in pre-service training for first respondents organized by OSCAD, three of the six modules of the trainings were delivered by the CSOs (modules on "Prejudices/Stereotypes/Discrimination/Diversity/Racism", "Human Rights" and "LGBTI persons and Police activities").

In **Bulgaria**, the youth LGBT organization "Action" organized a training on the investigation of hate crimes on homophobic and transphobic motives for investigating police officers from different Regional Directorates of the Ministry of Interior in the country, and representatives of the National Police General Directorate and the Academy of the Ministry of Interior. Besides, "Action" prepared the manual "Bulgarian criminal law and the LGB people" that outlines possible problems with hate crime identification and strategies for solving them, as well as offers a wide range of international instruments for protection of the rights of LGB people. These materials can be adapted and applied in the training of cadets, students and postgraduates at the Academy of the Ministry of Interior.

4. Training methodology

Principle Five: Combine different training methodologies, including practice-based sessions.

Principle Six: Consider the development of train-the-trainer programmes.

The efficiency of training programmes depends, among other things, on their training methodology, and how they appeal to and help the audience to attain learning objectives. Different types of training methodologies include reading-based (e.g. theoretical knowledge presentations, materials for self-learning); interactive (e.g. group work, discussions); and practice-based (e.g. case studies, specific skills exercise or field practice). Further, training methodologies can differ based on the level of technology used, starting from a more traditional low tech learning in a classroom settings; to using technology to aid learners in their classroom learning; to full online learning, or a mix of these methods. It is recommended that methodologies are combined as different methodologies are suitable for different learning objectives; similarly, different learners have natural predispositions to different approaches.

Advancements in technology and numerous benefits have propelled the popularity of online training (e-learning) in the last few years as more national and international actors develop online courses and platforms. The COVID-19 pandemic has contributed to even broader reliance on e-learning. In addition to reaching a wide number of learners while containing costs, the online format can allow for more individualized learning and gives more flexibility to learners to follow their own learning needs and pace. To ensure the effectiveness of the online format, however, programmes should build in opportunities for live interactions with tutors and peers (e.g. tutorials, work in groups, discussion forums) and practical tasks. Tailoring the learning experience to different types of learners is also an important element in online learning.

In addition to the training delivered directly to the trainees, training-of-trainers (ToT) programmes can enable Member States to build a pool of trained instructors who can subsequently cascade the end training to a broader range of target groups. For ToT programmes to be successful, they should be planned in advance and incorporated into the in-service training plans along with allocation of necessary human, time and financial resources.

Overview of findings

All Member States that submitted the questionnaire use a variety of training methodologies, usually a combination of the instructor-led classes and student-based activities. Among those widely used are lectures, presentations, discussions, work in groups, and case studies. Methodologies could differ depending on the target group and learning objectives. Generally, law enforcement training centres around awareness, theoretical knowledge and skills-based exercise, while training for prosecutors and the judiciary focus on the case law of the European Court of Human Rights, national legislation and its application, and skills-based exercises. Some Member States have also reported using role plays,²³ visits to memorial sites/museums and field experiences among their methodologies.

In **Lithuania**, the Lithuanian Police School's training methodology is aimed at creating a safe learning space for participants to reflect, actively participate in real-life case studies and deal with relevant hate crime investigation situations. In addition to the classical teaching methods, the methodology distinguishes the following methods: problem solving individually and in small groups, case studies, and active discussion. Teaching approaches

²³ Role play is an interactive exercise that simulates real life situations, in which trainees play an assigned role. Role play can include mock trials, or simulation of the police work at the crime scene, case recording, investigation, etc.

are constructed to encourage critical thinking by the participants. Typically, a task consists of not one, but several, interrelated questions. Some of the tasks envisage work in pairs or small groups, so that each participant can express their individual opinion and later consolidate it with the group opinion. The case studies are based on real hate crimes or incidents recorded in Lithuania and foreign countries. The content of the case studies is described in a coherent way, taking into account the content of the curriculum - specific topics - so that participants can understand how certain theoretical knowledge can be applied to analysing specific cases in different situations: hate recognition, hate speech, response, qualification and investigation of such offenses.

In **Belgium**, in addition to a more conventional training, national and local police officers regularly attend the course *Holocaust, Police and Human Rights*,²⁴ which includes visiting the Kazerne Dossin: Memorial, Museum and Documentation Centre on the Holocaust and Human Rights²⁵ in Mechelen.

In **Austria**, a mandatory curriculum "History of Justice" for trainee judges and prosecutors among other things includes visits to the memorials "Am Spiegelgrund" and Mauthausen. It aims to provide in depth knowledge of the recent history of justice in the 19th and 20th centuries, the topic "Anti-Semitism, Racism and National Socialism" as well as to raise awareness of future judges and prosecutors on "hate crimes, bullying and incitement as phenomena of the Internet and various social media platforms". Moreover, it is compulsory for trainee judges and prosecutors to pass a two-week internship at a victim protection facility in order to ensure the future support of victims.

While all Member States that have training programmes in place offer face-to-face settings, eleven Member States reported using various e-learning platforms or elements of online learning in their training processes, or reported being in the process of developing such platforms. The reliance on online learning appears to be further broadened by the COVID-19 pandemic as some Member States have moved their in-person trainings online.

In **Ireland**, An Garda Síochána is in the process of introducing an online training, developed by Facing Facts, the European initiative led by CEJI, in partnership with the Irish Network Against Racism. The training is compulsory training for all Gardaí, commencing with Garda Diversity Officers. The learning outcomes for this course are as follows:

- To understand the nature of hate crime and its impact on victims, their families, communities and society as a whole;
- To identify a potential hate crime through evidence and indicators of hostility;
- To understand and apply An Garda Síochána hate crime recording policy;
- To understand key investigation issues;
- To review key prosecution issues;
- To assess and act on the specific risks involved in hate crimes and hate incidents;

²⁴ <https://www.kazernedossin.eu/EN/Onderwijs-vorming/Politie/Opleidingen/Opleiding-Holocaust,-politie-en-Mensenrechten>

²⁵ Kazerne Dossin: Memorial, Museum and Documentation Centre on the Holocaust and Human Rights (Mechelen). The museum focuses on the Belgian aspect of the Holocaust, uniquely combines Holocaust education on the one hand, and human rights education on the other. More information at <https://www.kazernedossin.eu/EN/>.

- To effectively engage with victims and witnesses to find out what happened during an incident and to refer them to the right support.

The programme includes video interviews with individuals across affected communities about the impact of hate crime and how to best support victims to report an incident and explain what happened to them as well as interviews with experienced investigators and members of the Garda National Diversity and Integration Unit. The programme will be implemented following a pilot with target learners, to ensure that the content and design matches the learning objectives.

Thirteen Member States that submitted the questionnaire use training-of-trainers (ToT) methods to deliver and cascade training for law enforcement and criminal justice professionals. Of those, half use the OSCE/ODIHR's TAHCLE and/or PAHCT curricula, while others developed their own ToT programmes.

In **Poland**, since 2009, authorities have been implementing training for law enforcement based on OSCE/ODIHR's TAHCLE programme.²⁶ The training consists of two types of national programs: *Specialist course on conducting classes on preventing and counteracting hate crimes* (the ToT training) and *Program of the local in-service training on preventing and counteracting hate crimes* (the end-training). First, the selected trainers (from all regions of the country) undergo the 10-day ToT training on the central level, and after that they provide one-day trainings for target groups in their regions (voivodeships). The first trained trainers were human rights plenipotentiaries from regional headquarters of police; later, the group of trainers was expanded to include the selected police officers. As of 2015, Poland has also implemented OSCE/ODIHR's PAHCT programme for prosecutors and judiciary. In particular, the training "Prosecutors and hate crimes" has been included in the annual training schedule of the National School of Judiciary in 2016 and 2017. Currently, the training is available on the training platform of the Council of Europe HELP Program - Hate crime and hate speech – Poland 2020.

In **Austria**, the Federal Ministry of Interior developed the law enforcement training programme that includes combination of e-learning, ToT and the in-service end-training on hate crime. E-learning seminar is the first step in training: it is accessible to all police officers and employees of the Federal Ministry of Interior. Its completion is obligatory for all police officers, and is a pre-condition to attendance of the ToT and in-service trainings on hate crime. This is complemented by a ToT seminar that aims to prepare the selected trainers for the delivery of the in-service training and conveys a more in-depth examination of hate crime for future trainers. Following the ToT, the trained trainers educate all police officers in Austria in the form of local and regional in-service trainings. The programme was developed in 2020 and so far²⁷ more than 22.000 police officers have completed an e-learning seminar (mostly in-service officers, especially frontline officers, investigators etc.) and 207 trainers have been trained to deliver face-to-face in-service trainings.

5. Training objectives and conveying quality content

Principle Seven: Focus on achieving targeted overall objectives through quality content.

²⁶ The TAHCLE programme was preceded by the programme Law Enforcement Officer Programme (LEOP), developed by ODIHR in 2004, which was initially introduced in Poland. TAHCLE is the substantially revised and updated successor of the LEOP. National implementation in Poland included customization of LEOP to the needs of the Polish law enforcement. In 2016, the national programme was further updated by the national authorities to meet the training needs.

²⁷ Information on 25/01/2021.

Principle Eight: Develop targeted training modules to address specific forms of intolerance.

Hate crime training curricula for law enforcement and criminal justice authorities should respond to the identified training needs of a target group, have clear learning objectives and be designed with a view to the following, complementary, overall objectives:

- raising awareness, fostering understanding and empathy, addressing attitudes;
- improving knowledge of basic concepts and of the national and international legal and policy frameworks;
- developing practical skills for effective response to hate crimes, and adequate support to victims.

To this end, hate crime training curricula should include a combination of different elements in terms of content corresponding to the role and functions of each specific authority. This may cover the following:²⁸

- raising awareness on the values of diversity and the nature and social impact of hate crimes;
- raising awareness on trends and data, ideally targeted to the national/local context;
- providing information and guidance on the legal and policy framework (including national, EU, European and international instruments and standards, as well as their application, as it results for example in relevant case-law of national and supranational courts such as the European Court of Human Rights);
- providing information and guidance on the institutional framework, in particular as regards cooperation with other authorities or actors at local, national or European level;
- providing practical instructions on handling the various stages of the procedure, which shall be adapted to the role and functions of the training targets but should generally cover: identification and recording of hate crimes on the basis of bias indicators; evidence gathering and investigation; application of relevant legislation in the prosecution and sentencing phase; collecting, categorising and processing data;
- providing practical instructions on approaching and providing assistance and support to victims, which shall be adapted to the role and functions of the training targets but should generally cover: interview skills; needs assessment and referral to support services; the right to information;
- providing guidance on building positive and constructive community relations, including as regards identification of civil society and community actors, engagement and cooperation with these actors, addressing underreporting, engaging in community/proximity policing, improving responses to conflict situations;

²⁸ Hate crime training for law enforcement and criminal justice authorities: 10 Key Guiding Principles, February 2017, EU High Level Group on combating racism, xenophobia and other forms of intolerance.

- challenging and fostering reflection on bias and addressing individual and/or structural discriminatory attitudes, policies or practices;
- providing guidance on how to ensure effective public outreach and communication to the public.

Further, bearing in mind available data, historical background and current trends in the different national contexts, hate crime training programmes should also include targeted modules designed to address the specificities of certain forms or manifestations of intolerance, such as antisemitism, anti-Muslim hatred, anti-migrant hatred and xenophobia, antigypsyism, afrophobia, homophobic and transphobic hate crime²⁹, hate crimes against persons with disabilities, sinophobia³⁰ and other forms of intolerance. These types of targeted training, which should be designed with the involvement of civil society organisations and community members, can help creating specific understanding of a group at risk of hate crimes, their experiences and needs, and can help prevent secondary victimisation.

Lastly, hate crime training programmes should pay particular attention to intersectionality. While hate crime laws and policies distinguish specific protected characteristics, victims often experience hate crime on the basis of more than one protected characteristic, i.e. on the intersection between different aspects of their identity, such as gender, ethnicity, religion, sexual orientation, language, disability and others. Criminal justice authorities should be trained to take an individualized approach, in other words a victim-centred approach, and take into account the nuances of intersectionality.

Overview of findings

Based on the submitted information, hate crime training programmes for law enforcement and criminal justice authorities differ throughout the EU and have a broad range of objectives. The most common learning objectives are awareness raising (understanding the social nature of discrimination and hate crimes, impact of hate crime on individuals and communities, and importance of addressing hate crimes), to increase knowledge (national and European legal frameworks, basic hate crime concepts, key aspects of identifying, investigating, qualifying and prosecuting hate crimes), and the development of practical skills (operational, investigational, applying national legislation). Objectives related to hate crime data recording, communication and assistance to the victims, and community outreach and cooperation are covered only in quarter of Member States that submitted the questionnaire.

In **Spain**, law enforcement training is built around the Law Enforcement Hate Crime Protocol and ranges from the legal framework, hate crime investigation, to data recording, victim assistance, and building relationships with affected communities.

In **France**, the training programme for judges is based on a multidisciplinary knowledge of the factors of hatred: history, sociology, psychology as well as on the development of advanced knowledge of the criminology elements, the relevant criminal code provisions and their application to hate crime offences. Training for the police and gendarmerie forces emphasizes the criminal rules (substantive and procedural) and useful investigative acts, as well as communication with victims (questions to ask and to avoid) and victim support.

²⁹ EU LGBTIQ Equality Strategy - 2020-2025, available at https://ec.europa.eu/info/files/lgbtiq-equality-strategy-2020-2025_en

³⁰ Involves sentiments such as hatred or fear of China (and related countries), its people, its diaspora, or its culture.

In **Denmark**, the law enforcement training programmes' objectives include increasing knowledge and understanding of the legislation, victimology, and effective identification and investigation of hate crime, as well as objectives aimed at data recording: understand the importance of correct registration of hate crime cases; understand the importance on attaching a search key to the hate crime cases; demonstrate thorough knowledge and understanding for the necessity of documentation and the requirements for correct case management in order to prepare the case for the criminal justice system.

In their training programmes Member States have reported covering various forms of intolerance. Among most widely mentioned are religious, ethnic, nationality, anti-Semitic, anti-Muslim, and xenophobic biases. Other forms of intolerance addressed are gender, sexual orientation, gender identity and disability biases, and more rarely - social status, outer appearance, aporophobia,³¹ ageism, afrophobia, and 'worldview'. It is unclear, however, from the submitted information whether the specificities of the above-mentioned forms of intolerance are addressed as separate modules or topics, or are rather covered all together, as very few Member States shared information about specifically dedicated courses on selected forms of intolerance.

In **Italy**, compulsory hate crime training for law enforcement includes a module dedicated to hate crimes against LGBT persons delivered by "Rete Lenford", a lawyers' association specialized on LGBTI persons' rights. National Police senior officers received a training-of-trainers course specifically focused on Roma, Sinti and Travellers issues, developed in collaboration between OSCAD, Council of Europe, UNAR and Amnesty International. Further, OSCAD collaborated with the Union of Italian Jewish Communities to produce the "Short Guide to Judaism for Police Officers" for the purpose of helping law enforcement officers perform their duties at their best, providing them with an insight into some special characteristics of Italian Judaism which are essential to interface with people of Jewish faith in the most appropriate and effective way. Moreover, OSCAD in cooperation with the Facing Facts project developed a series of on-line courses on bias indicators related to specific bias grounds: disability hate crime, anti-Semitic hate crime, anti-LGBT hate crime, anti-Roma hate crime, anti-Muslim hate crime, and anti-Migrant hate crime. Besides, at the day of submitting the questionnaire, OSCAD was preparing a short guide on anti-discrimination against disability that had specific focus on Italian criminal legislation on disability, and is planned to be used as material for future training activities.

In **Greece**, the National School of Judiciary's curricula include obligatory courses on homophobia, racism and xenophobia for prosecutors and judges.

6. Training monitoring and evaluation

Principle Nine: Link hate crime training to mainstream performance review processes.

Principle Ten: Ensure regular monitoring and evaluation of training outcomes.

Including hate crime training as an integral part of compulsory basic training programmes for law enforcement and criminal justice authorities increases the chance that hate crime training participation is linked to performance review processes. In addition to the compulsory training, completion of the specialized trainings should be taken into consideration in the performance review for those officials who are likely to be faced with the handling of hate crime cases. Connecting hate crime training with performance review not only elevates interest and attendance; it also helps to increase value of this aspect of

³¹ Fear of poverty, poor or homeless people.

policing. Promoting officers taking hate crime training and willing to engage in this area can serve as an additional incentive in this regard.

Regular monitoring and evaluation to ensure that training programmes and individual trainings meet their objectives are an integral part of the design and implementation of training programmes. Monitoring allows an assessment of the immediate results of trainings and can use tools like pre- and post-training survey, participants' and trainers' feedback, grades in assignments, or post-event interviews. Evaluation in turn helps measure mid- and long-term impacts of the training activities and programmes. It looks at the implementation of gained knowledge and skills, their sufficiency, relevance and applicability, as well as changes in the police and criminal justice agencies services. Tools used for evaluation include self-evaluation, informal feedback from peers and managers, on-the-job observations, job performance and feedback from concerned groups (victims/victims' support services, community groups).

Monitoring and evaluation should follow a plan that should be developed at the stage of training programme design and should detail the following elements:

- A framework that links desired outcomes and impact (short-, mid- and long-term) to the training activities;
- Indicators that effectively identify progress toward the outcomes;
- A system to collect and compile data, clearly specifying the responsibilities, tools and frequency of data collection;
- Frequency and methods for analyzing data and using them to identify problems and gaps, and considering necessary changes to training programmes.

Overview of findings

Seventeen Member States that reported offering pre-service training for law enforcement, be it a basic hate crime course or a part of a broader course on human rights, non-discrimination or intercultural learning, make these courses a compulsory part of curricula. At the in-service training level, only five Member States require completing specialized hate crime training, while the rest offer optional courses on the topic. For criminal justice professionals, only six Member States envisage compulsory courses related to hate crime as part of pre-service training, while in-service training offerings are optional in all but one Member State.

Out of all Member States that answered the questionnaire, only two reported considering hate crime trainings in the process of individual professionals' performance reviews.

In **Austria**, participation in relevant training activities is subject of the performance review of judges and public prosecutors. Performance reviews of judges and public prosecutors is regulated by the Act on Judges' and Prosecutors' Service Law and takes place around two to three years after the appointment of the concerned judge or public prosecutor. The review examines the professional as well as the personal suitability of the reviewee. A key point of the review is the extent and the timeliness of the specialized knowledge of the concerned judge or prosecutor in her or his field of law. An important criterion to establish such extent and timeliness is the participation in relevant training activities, which is documented in every judge's and public prosecutor's personnel file. A positive result in this category will impact the total result of the review. The participation in training activities on hate crime will therefore have a positive effect on the outcome of the performance review concerning criminal judges and public prosecutors.

In addition to performance reviews, participation in training activities is also taken into consideration when judges and public prosecutors apply for a new position. A whole section of the application form is dedicated to the participation in continuous training. A consistent training history in the field of law the desired position is in will have an important effect on the outcome of the application process.

Most of the respondent Member States reported monitoring the immediate results of individual training sessions by using post-training evaluation forms, trainers' reports, exams and knowledge tests. Some reported using these data to improve the quality, content and structure of individual trainings.

In **Poland**, the Ministry of the Interior and Administration monitors the effectiveness of TAHCLE programme by direct training observation during the inspections in particular police units in the whole country; analysis of evaluation surveys completed by training participants; analysis of the surveys completed by the trainers; and obtaining the information about the particular aspects of trainings implementation.

As to the evaluation of mid- and long-term outcomes, only one Member States reported having developed a comprehensive evaluation plan for its hate crime training programme; while authorities in four more Member States reported undertaking some steps to evaluate the efficiency of their training programmes. In two more Member States, civil society actors carry out researches supporting the evaluation efforts.

In **Ireland**, training needs of Garda Diversity Officers are monitored and addressed by the Garda National Diversity and Integration Unit. Training needs for Garda prosecutors are carried out by the An Garda Síochána and the Garda National Diversity and Integration Unit. To evaluate the effectiveness of the Online Hate Crime Training Programme, evaluation seminars with Garda Diversity Officers are envisaged for 2021 (Covic-19 dependent). Feedback on Hate Crime Training will be provided by learners to Garda National Diversity and Integration Unit. An independent review of the effectiveness of new Online Hate Crime Training is planned for 2021 by Dublin City University, Centre of Excellence for Diversity and Inclusion.

In **Sweden**, the National Development Unit (Stockholm) monitors the level of knowledge among the criminal justice professionals and identifies training needs. They inform the National Human Resources Competence Centre if a review of existing training programmes or new training/education activities are necessary. Additionally, the Ministry of Justice can ask for reviews. In relation to hate crime, the evaluation process is also connected to monitoring the hate crime recording and the use of "hate crime" category in the Crime Recording System by the police. It is being monitored on an annual basis. Regional Democracy and Hate Crime Units monitor the level of knowledge in their respective regions and identify training needs.

In **France**, the assessment of training needs is deduced from the quality of the criminal proceedings brought to the attention of the Central Office for the Fight against Crimes against Humanity, Genocide, War Crimes and Hate Crimes (OCLCH) in the judicial police reports and any identified shortcomings. Based on this information, the OCLCH and its specialized hate crime unit identify the training needs on the applicable criminal law provisions.

In **Finland**, authorities annually monitor the use of the police guidelines on hate crime recording (use of a specific hate crime code) to identify knowledge gaps for other purposes like resource allocation and policy making.

In **Lithuania**, authorities collect statistical data on pre-trial investigation of certain areas of crimes, e.g. how many pre-trial investigation cases were performed, how many were finished, what is the backlog at certain times, how many cases did not reach the courts.

These data are taken into consideration by the Training Division of Prosecutor General's Office when making a training needs assessment for a forthcoming year.

In **Belgium**, the impact study evaluated the outcomes of the training programme at the Kazerne Dossin.³² In particular, the study analysed the programme's effects on the integrity of police actions, on general socio-political views and attitudes, and impact on various sub-groups.

In **Latvia**, the Ombudsperson's Office, Latvian Centre for Human rights and other CSOs undertake researches to identify any shortcomings in the application of the regulatory framework in practice. Outcomes of these researches are used in the teaching process, and as an additional information to the lecturers.

VI. Concluding remarks

This report provides an overview of the state of play of hate crime training efforts in the Member States, as well as an overview of the available training resources at the European level. Analysing national efforts against the Key Guiding Principles, the mapping highlights the existing gaps in the existing approaches to hate crime training. Although many efforts and steps are undertaken by the Member States in relation to hate crime training of law enforcement and criminal justice authorities, the mapping reveals that in most Member States these efforts are fragmented and of an *ad hoc* nature. National authorities lack a holistic approach to design and implement their training programmes.

Training needs assessment, cooperation with civil society actors, as well as monitoring and evaluation of mid- and long-term impact and effectiveness of training programmes, are the areas in which national authorities present most gaps and thus require setting up further policy attention, improvement and support.

The main obstacles facing national authorities in the implementation of hate crime training programmes include a heavy workload, low interest in hate crime training among target groups, lack of tools and practical guidance to support training efforts, a deficit of qualified national hate crime trainers, as well as lack of or insufficient financial support. In some Member States, a structured set up of training institutions/units at local and national levels, and inadequate hate crime legislation constitute an additional barrier to training implementation.

Key factors supporting hate crime training implementation include the existence of national policy or strategic documents that envisage hate crime training, clear commitments of a criminal justice agencies leadership to prioritise this area, as well as cooperation with and support from international actors. International and regional actors offer a wide range of resources to national authorities to strengthen or complement their hate crime training efforts; and most Member States actively use these resources.

Based on the findings of this report, the Working Group will develop its next activities to support Member States in addressing the identified gaps in the development of effective hate crime training strategies.

³² <https://www.vub.be/TOR/publication/holocaust-politie-en-mensenrechten-een-onderzoek-naar-de-instroom-ervaringen-van-deelnemers-en-impact-van-de-hpm-opleiding-van-kazerne-dossin-executive-summary/>

VII Annex 1 – List of available resources

This section provides a list of resources, available at the EU level, which can be used for the capacity building of the criminal justice professionals at the national level. The list is divided per type of resource, accompanied with a short description and a link to the resource.

ORGANIZATION/ NAME OF THE RESOURCE	SHORT DESCRIPTION
<i>Trainings programmes (in person trainings)</i>	
OSCE/ODIHR: Training Against Hate Crimes for Law Enforcement (TAHCLE)	TAHCLE is a programme designed to improve police skills in recognizing, understanding and investigating hate crimes. The programme covers police skills in preventing and responding to hate crimes, interacting effectively with victim communities, and building public confidence and co-operation with law-enforcement agencies. The standard TAHCLE curriculum is customized to the hate crime context of the implementing state and to the laws and criminal justice procedures.
OSCE/ODIHR: Prosecutors and Hate Crimes Training (PAHCT) Programme	PAHCT is a programme designed to improve responses to hate crimes by prosecutors. This programme is designed to be integrated into existing training efforts and to draw on local resources. The standard PAHCT curriculum is customized to the hate crime context of the implementing state and to the laws and criminal justice procedures.
OSCE/ODIHR: Programme on "Effective and Human Rights-Compliant Policing in Roma and Sinti Communities"	Programme aims to strengthen the capacities of police officers operating at the local level in working effectively with Roma and Sinti and mixed communities, while complying with international human rights standards.
CEPOL: Course on Hate Crime	Course on Hate Crime. The one week course organized by CEPOL is open for law enforcement officers, judges and prosecutors throughout the EU Member States.
<i>Trainings programmes (online trainings)</i>	
Council of Europe: HELP in the 28 "Fight against Racism, Xenophobia, Homophobia and Transphobia"	The course covers in an interactive way the key concepts, the European non-discrimination law (from the Council of Europe and EU) and the impressive body of case law of the European Court of Human Rights (ECtHR) and of the Court of Justice of the European Union (CJEU), in addition to decision of the European Committee of Social Rights. Existing case law covers topics as varied as: discrimination during job recruitment or at the workplace; discrimination receiving health care; hate crimes,

	hate speech or harassment on racism or homophobic grounds; lack of respect for private and family life of LGBT persons; legal gender recognition.
Council of Europe: Hate Crime and Hate Speech - 2020	The HELP online courses on Hate crime and Hate Speech aim to enhance the necessary knowledge and skills of legal (and other) professionals in understanding the impact of hate crime and hate speech on victims, communities and society and identifying effective responses.
CEPOL: Online module on Hate Crime, webinars , e-lessons	CEPOL provides several webinars on the topic per year. The webinars are open for law enforcement officers, judges and prosecutors throughout the EU Member States. Webinars usually last 1.h hours and are implemented in cooperation with FRA and other experts. In addition CEPOL has an online module on Hate Crime and is preparing an e-Lesson (mini online module) on Anti-Muslim hatred (2021).
CEJI: "Facing Facts" Facing Facts Online	This includes: Two online courses on identifying, monitoring and countering hate crime and hate speech. 4 courses specifically tailored for police in 4 different countries (Italy, Hungary, Ireland and England and Wales) 7 online modules for police officers to identify bias indicators against Roma, Black, Jewish, Muslim, Migrant, LGBT, Disabled communities.
<i>Training materials and manuals</i>	
Council of Europe: Training manual "Policing Hate Crime against LGBTI persons: Training for a Professional Police Response"	This manual is designed for police trainers, investigators, managers, hate crime officers and frontline police officers working in countries across the Council of Europe region to develop essential skills to identify and investigate hate crimes against LGBTI persons.
OSCE/ODIHR: Building a Comprehensive Criminal Justice Response to Hate Crime	The project produced aims to improve the skills of and collaboration among criminal justice professionals and their co-operation with civil society. Among other things, the project produced Manual on Joint Hate Crime Training for Police and Prosecutors, A Methodology for Developing Interagency Cooperation Plans to Address Hate Crime, and Guide to Addressing Hate Crimes at the Regional Level.
Fundamental Rights Agency (FRA): Manual on "Fundamental-right based police training –	The manual sets out to foster human rights-based police work by integrating human rights training into the heart of police

A manual for police trainers”	training, in line with the European Union’s goals in the field of justice and home affairs.
Project “Good Practice Plus”: a toolkit	Good practice plus project toolkit : a toolkit to build a strong partnership between criminal justice agencies and minority ethnic communities to support victims of racial and religious hate crime and hate speech
Projects funded under the Rights, Equality and Citizenship Programme (REC):	Project “Good Practice Plus” - a training toolkit ; project “Light On” - a pilot training based on a training manual on investigating and reporting online hate speech ; project “Address hate crime” - a “Good practice manual for judges/prosecutors, law enforcement authorities and legal practitioners”.
<i>Useful sources of information</i>	
OSCE/ODIHR: “Prosecuting Hate Crimes – A Practical Guide”	The guide is relevant to different legal systems and legislative frameworks and aims to explain the impact of hate crimes by highlighting their specific features compared with other crimes. It presents the most common issues that arise for prosecutors in dealing with these crimes, with an emphasis on evidence of bias motivation, which is the distinguishing factor in hate crimes.
OSCE/ODIHR: “Preventing and responding to hate crimes: A resource guide for NGOs in the OSCE region”	This resource guide aims to assist NGOs working to prevent and respond to hate crimes in the OSCE region by providing essential tools for their work in a simple but comprehensive document. The purpose of this resource guide is to provide NGOs with clear information about hate crime characteristics and the impact of hate crimes on the stability and security of the community.
OSCE/ODIHR: ODIHR hate crime reporting website	The website dedicated to the ODIHR Annual Hate Incidents Reporting, which includes hate crime data and information on OSCE participating States, and references to the ODIHR recourses.
Fundamental Rights Agency: An online compendium of practices, collating practices on combating hate crime from across the EU	The online compendium collates practices on combating hate crime from across the EU, including training programmes, with a step-by-step description to help policymakers and practitioners understand what is being done elsewhere in the EU to combat hate crime, and which elements could be adapted for use in their own national contexts.
Council of Europe: Manual on hate speech	Manual on hate speech, September 2009, Council of Europe.
APAV Hate No More: Manual Support to Victims of Hate Crime	The handbook for support to victims of hate crime introduces a set of procedures suitable for appropriate contact, assistance and support to victims of hate crimes. The handbook is thought for professionals that, throughout the EU, may contact with

	victims of hate crime or related violence in a wide variety of services and institutions. Among these professionals are victim support workers, but also police officers and judicial practitioners.
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