



STAND-UP

Standing up against hate in the EU

D6.3- EU-level policy recommendations on supporting multi-agency cooperation in countering hate crime, including through the use of technologies



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Abbreviations and Acronyms

AI	Artificial Intelligence
CSOs	Civil Society Organizations
D	Deliverable
ECHR	European Convention on Human Rights
EU	European Union
FRA	European Union Agency for Fundamental Rights
LEAs	Law Enforcement Agencies
LGBT+	Lesbian, Gay, Bisexual, Trans (Asexual, Queer) people
MS	Member States
NHRIs	National Human Rights Institutions
ODIHR	Office for Democratic Institutions and Human Rights
OSCE	Organisation for Security and Co-operation in Europe
OSINT	Open Source Intelligence
RIPP	Reporting, investigation, prosecution, and prevention
UN	United Nations



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Introduction

Hate crime whether expressed in digital spaces or in the physical world, constitutes a threat to both democracy and human rights and remains a persistent and alarming challenge across the European Union, affecting individuals and communities based on various characteristics such as race, religion, ethnicity, sexual orientation, and gender identity. Recognizing the urgency to address hate crime phenomena comprehensively, the STAND-UP Project has developed and endorsed policy recommendations aimed at fostering multi-agency cooperation to counter hate crime on regional and national level. In tandem with this, the integration of technological tools has emerged as a pivotal aspect of the collective response. The policy recommendations proposed under the Project adopt a multi-stakeholder approach, emphasizing the importance of collaboration among public and private parties, including law enforcement agencies, criminal justice, other national institutions, such as National Human Rights Institutions (NHRIs), non-governmental organizations (NGOs), policymakers, and the broader community. The goal is to create a unified response against hate crime by sharing information, expertise, and resources.

Specifically, we draw inspiration from international and national best practices when addressing recommendations at EU level. A harmonised legal and policy framework is much needed to respond to multiple challenges, traditional and emerging ones. Fostering a shared understanding of hate crime by adopting a common inclusive definition, common rules for responding to the needs in the ground, procedural and substantial ones and of course agreeing upon a long-term EU strategy and action plan on hate crime are some of our key proposals based on the STAND-UP project experience.

The EU Policy Paper specifically highlights the shortcomings data collection and reporting mechanisms, addressing pervasive issues that contribute to low levels of reporting. This, in turn, obscures hate crimes from public awareness and the criminal justice system. During a dedicated webinar with multiple stakeholders (December 2023), we explored how factors like race, gender, sexual orientation, and disability intersect, amplifying the vulnerability of victims to hate crimes. We need also to acknowledge widely that intersectionality is a cross-cutting issue in comprehending and mitigating hate crimes. In this context, providing comprehensive support for victims is framed within a holistic strategy, encompassing fundamental aspects such as emergency services and the establishment of safe spaces.

In the digital age, technology plays a dual role in the perpetuation and prevention of hate crime. On one hand, it has facilitated the spread of hate speech and extremist ideologies through online platforms. On the other hand, technology offers innovative solutions for monitoring, reporting, and preventing hate-motivated incidents which we



have been pilot tested through the open-source OSINT Platform. While though technology carries opportunities, it also brings challenges regarding issues such as the ethical use of data and the complex legal considerations surrounding online surveillance. Moreover, effective multi-agency cooperation requires overcoming institutional barriers, fostering trust among stakeholders, and establishing standardized protocols for information sharing.

Simultaneously, strengthening training and capacity building in the context of multi-agency cooperation and the use of technology ensures that professionals across sectors are equipped to deal hate crime and make use of technology effectively. In addition, raising awareness about the impact of hate crime and the role of technology is crucial for fostering a more informed and vigilant community in the context of civic education.

The EU Policy Paper incorporates the extensive work accomplished over the past two years through the STAND UP Project. This initiative has diligently addressed the gaps identified at the European level, particularly the lack of clear definitions of hate crime and structured frameworks for reporting, recording, data sharing, and resource allocation. However, our latest paper goes beyond mere acknowledgment; it capitalizes on the knowledge gained and endeavors to meet the challenges head-on. The objective is not only to provide practical and sustainable recommendations for addressing hate crimes but also to offer viable aspects that embrace a victim-centered approach, ensuring a more comprehensive and effective response to hate crime and hate speech.

The current paper focuses on the EU-level policy recommendations and its main part refers to suggestions provided at the supranational level for Member States (MS) to consider and potentially adopt in their national policies. These recommendations are designed to promote common approaches and standards across EU MS on hate crime. In the context of countering hate crime and supporting multi-agency cooperation, EU-level policy recommendations would address measures and strategies that member states are encouraged to implement collectively. This paper aims to serve as a guiding framework to promote consistency and collaboration among EU MS.



Enhancing multi-agency cooperation at national and EU level through the participation of a wide variety of stakeholders: the STAND-UP paradigm

Countering hate crimes effectively requires a collaboration among various stakeholders in the field, originating from the public and private sector, both at national and international level. **International organisations** set standards and promote best practices, aiding states in combating hate crimes. **States** shall integrate these standards into legislation and policies and contribute to a comprehensive response, with the coordination of all competent national agencies, such as law enforcement and the judicial sector. **National Human Rights Institutions** as state-mandated bodies but independent from the government have a unique role to play in providing their expert advice on compliance with human rights obligations of States and acting as a bridge between international standards and national laws and practice. On the other hand, NHRIs maintain close working relationships with civil society and in this sense, they can bring the experience from the field into the national laws and policies on hate crime. Irrespectively of the above, **civil society** must be included as a distinct stakeholder in forums where national and international policies on hate crime are being designed, developed and implemented. Civil society is a term that comprises a wide variety of actors: non-governmental organisations, community-based groups, independent experts, researchers/academics and even victims themselves. All these people should have a voice in the planning and decision-making at EU and national level. Civil society's role in monitoring incidents, supporting victims, and raising awareness is crucial. Finally, the **private sector**, companies that are involved in the online detection of hate speech (like big tech companies or social media platforms) or in the development of artificial intelligence and new technology tools and systems to be used by European agencies and/or national authorities in the investigation, prosecution and prevention/monitoring of hate phenomena should also be involved in order to identify the key challenges related in the specific online context. Addressing deficiencies in hate crime response involves a **whole-of-society and unified response** in collecting data, monitoring of the hate phenomenon offline/online, supporting victims, raising awareness to the general public and building capacity to investigating authorities.

The STAND-UP project was designed to address the identified challenges in countering hate crime **through a collaborative, transnational, multi-agency approach** with the involvement of law enforcement agencies, judicial authorities, CSOs, NHRIs, international organisations, expert consultants/researchers and tech companies in all phases and deliverables. Particular emphasis was given to the use of Open Source Intelligence (OSINT) software in monitoring online activity and of online collaborative tools (platforms) for data and information sharing between LEAs, judicial bodies and



CSOs for the prevention of crime and research of online harm. Building appropriate channels of cooperation among multi-stakeholders enhanced the capacities of each actor in reporting, investigation, prosecution, and prevention (RIPP), while ensuring clear division of responsibilities and trustful relationships with victims.

Furthermore, the STAND-UP project aimed to improve reporting procedures for hate crimes by providing **model reporting forms** for LEAs and CSOs through consultation with all stakeholders. Challenges such as the lack of standardized definitions, victim reluctance, and inadequate data sharing between CSOs and law enforcement were identified and targeted for improvement.

It must be noted that the STAND-UP project adopted a **victim-centered approach** to all tools developed under the project in line with the provisions of the *EU Victims' Rights Directive* and with the practice of international agencies and local authorities. The victim-centered approach contributes to more sensitive investigations and prosecutions, avoiding re-victimization and focusing on creating a safe space for the victims to open up and report crimes. In cooperation with the civil society, national agencies can build trust with the victim. A hate crime and hate speech victim support handbook was launched in the participatory countries of the STAND-UP project to offer guidelines and best practices to public authorities with a view to strengthen victim support and protection throughout the RIPP cycle, from the moment of detection to the conclusion of the process.

What is more, the project identified a need for capacity building of all stakeholders involved (LEAs, CSOs, NHRIs) in the field of combatting hate speech and hate crime in the new **digital era**. While there are still many challenges when combatting hate crime offline, even more challenges arise when we expand our field of action into the digital sphere. The role of social media and other online platforms in disseminating hate while encouraging at certain occasions, crimes to be committed against targeted groups with protected characteristics must be better understood, constantly monitored and effectively regulated at national/European level. In parallel, the positive aspect of the use of new technologies in preventing hate crime must be further promoted and explored. Synergies between investigating authorities and other actors, such as NHRIs and civil society actors in this respect are encouraged. The STAND-UP project can serve as a pilot to this end. Lastly, improved practitioner skills are seen as vital for comprehensive efforts in addressing hate crimes.

The current policy paper is drawn upon what has been achieved in the past two years in the STAND-UP project, on best practices and lessons learned but it also goes beyond by formulating well-informed EU-level policy recommendations that specifically target multi-agency cooperation to effectively address hate phenomena.



Moving beyond the EU High Level’s Group proposed “structured” cooperation between LEAs and CSOs

International efforts driven by organizations such as the Office for Democratic Institutions and Human Rights (ODIHR) at the Organisation for Security and Co-operation in Europe (OSCE) have played a pivotal role in fostering inter-agency cooperation to address hate crimes and have given the expertise to provide competent support and facilitate the establishment of interagency co-operation between institutions and civil society organizations”.¹ Additionally, the Council of Europe and the European Union have set out legal standards for effective intra-agency collaboration on regional level with two dominant instruments the Istanbul Convention² and the Victims Directive. The Istanbul Convention sets a significant international legal standard that emphasizes inter-agency cooperation, particularly concerning victims. The Victims Directive, known as Directive 2012/29/EU, outlines standards for inter-agency coordination in protecting victims of hate crimes.³ EU Member States (MS), under this Directive, are obligated to coordinate their institutions to ensure effective access to justice and proper support for crime victims. The Directive places special emphasis on vulnerable victims, such as children, persons with disabilities, and those who have experienced gender-based violence, including hate crimes. To comply with this Directive, Member States are required to establish a mechanism for coordinating and funding services for these victims.

In parallel, the EU Commission has established in 2016 an informal commission expert group, the so-called “**High Level Group on combating racism, xenophobia and other forms of intolerance**” (renamed “High Level Group on combating hate speech and hate crime” in 2022). Among other, the High Level Group works on better support to victims in line with the Victims’ Rights Directive. According to its Terms of Reference, the High Level Group’s tasks are: (1) to establish cooperation/coordination between the Commission and Member States or stakeholders on questions relating to the implementation of Union legislation, programmes and policies in the field of combating

¹ <https://www.osce.org/files/f/documents/4/7/402305.pdf>

² Council of Europe Convention on preventing and combating violence against women and domestic violence (CETS No. 210) and Explanatory Report to the Council of Europe Convention on preventing and combating violence against women and domestic violence, 2011, available at: <https://rm.coe.int/168008482e> & <https://rm.coe.int/1680a48903> accordingly.

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, and replacing Council Framework Decision 2001/220/JHA, Strasbourg, 25 October 2012, Recitals 8, 55-58, as well as Article 1 and Chapter 4, available at <https://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:32012L0029&from=EN>



hate speech and hate crime and (2) to bring about an exchange of experience and good practice in the field of combating hate speech and hate crime, in particular with a focus on hate crime training, hate crime victim support, hate crime reporting and data collection and hate speech online. In 2022, the different Working Groups under the High-Level Group published a set of guidelines for States to foster “structured cooperation” between LEAs and CSOs in reporting, recording and data collection, victim support and training.⁴ CSOs, in this context, are CSOs are “voluntary self-governing bodies or organisations established to pursue the essentially non-profit-making objectives of their founders or members. [...] NGOs can be either informal bodies or organisations or ones which have legal personality”; therefore, they do not represent the whole civil society, rather a part of it.

CSOs are vital in promoting fundamental rights, social inclusion, and equality in the EU. Their role is recognized internationally as key to evidence-based policymaking and combating hate crime.⁵ Structured cooperation between CSOs and law enforcement is recommended by international and EU policy frameworks.⁶ In the EU context, it is considered as a strategic framework, backed by leadership support and adequate resources. It encompasses clear, measurable goals for both immediate and long-term outcomes, emphasizing a systematic and goal-oriented approach to collaboration. This framework is integral to effectively addressing hate crimes and promoting fundamental rights, social inclusion, and equality within the EU.

In particular, the cooperation between LEAs and CSOs is crucial for understanding and responding to hate crimes. CSOs provide insights into victims' needs, local contexts, and challenges faced by at-risk individuals and groups. Such partnerships enable tailored responses to hate crimes, support police operations, and build trust in authorities.

⁴ Key guiding principles on cooperation between law enforcement authorities and civil society organisations, available at: https://commission.europa.eu/system/files/2023-03/KGP%20on%20cooperation%20LEAs%20CSOs_final.pdf

⁵ Art. 11 (2) of the Treaty on European Union and Art. 15 (1) of the Treaty on the Functioning of the European Union. Art. 25 of the International Covenant on Civil and Political Rights; see COE, Guidelines for civil participation in political decision making, available at: <https://www.coe.int/en/web/participatory-democracy/guidelines>, FRA. (2021). *Protecting civic space in the EU*, available at: <https://fra.europa.eu/en/publication/2022/protecting-civic-space-eu-key-findings-and-fra-opinions>

⁶ See indicatively: the EU Strategy on Victims' Rights 2020–2025 sets out “strengthening cooperation and coordination among all relevant actors” as one of its key priorities (pp. 15–16; 19–20). LGBTIQ Equality Strategy 2020–2025, which commits to “[foster] an enabling environment for civil society [and that] the Commission will maintain and encourage structured, open dialogue and consultation with civil society in law and policy-making”. A Union of equality: EU Anti-Racism Action Plan 2020–2025 pledges to create “a permanent framework for exchange [...] reaching out to and engaging more with civil society actors on the ground” (pp. 22–23); the Council Recommendation on Roma equality, inclusion and participation (2021/C 93/01) includes a number of concrete steps for developing “Partnerships and institutional capacity” with CSOs.



Active CSO participation can enhance various state actions to combat hate crime, including outreach, encouraging reporting, third-party reporting facilitation, victim referral, data collection methodologies, training, and victim support. This cooperation, while progressing, varies across the EU and is often *ad hoc*, highlighting the need for more structured, sustainable arrangements.

The **key guiding principles** for cooperation between LEAs and CSOs in combating hate crime, as endorsed by the EU High Level Group, are as follows:

- Establish a culture of trust and transparency: This principle emphasizes the importance of building a trustful and transparent relationship between law enforcement and CSOs.
- Respect CSOs' independence and ensure Sustainability of Cooperation: This principle focuses on respecting the independent nature of CSOs and ensuring that the cooperation is sustainable over time.
- Ensure broad representation and inclusive participation: It highlights the need for broad and inclusive participation of various CSOs in the cooperation process.
- Formalize commitments through institutional Agreements: This principle underlines the importance of formalizing the cooperation through institutional agreements to ensure clarity and commitment from both sides.
- Engage CSOs throughout the design, implementation, and evaluation of relevant measures to combat hate crime: This principle involves CSOs actively in all stages of designing, implementing, and evaluating hate crime combating measures.
- Enable third-party reporting through CSOs: Third-party reporting involves victims or witnesses reporting a hate crime to an authority other than the police, who then relay the information to law enforcement. For effectiveness, it's crucial that police and third-party services, including those run by CSOs, agree on protocols for efficient incident recording.
- Enhance comparability and compatibility of recording methodologies: This principle emphasizes the need for compatible and comparable methodologies in recording hate crimes.
- Share data collection methodologies and set up a system for regular information exchange: It encourages sharing data collection methods and establishing a regular information exchange system between law enforcement and CSOs.
- Formally integrate CSO providers of specialist support in the victim support Systems: This principle involves integrating CSOs into the official victim support systems to provide specialized support.
- Jointly develop and implement a methodology for individual needs assessment and set up communication channels: It focuses on developing a joint methodology for assessing the needs of hate crime victims and establishing effective communication channels.



- Establish effective victim referral mechanism: This principle is about creating an efficient mechanism for referring victims to appropriate support services.
- Encourage exchange and collaboration in training activities aimed at constant improvement in understanding and responding to hate crimes: The final principle advocates for continuous improvement in understanding and responding to hate crimes through collaborative training efforts.

In most of the participating countries in the STAND-UP project (Italy, Greece, Spain) arrangements/agreements on institutionalized/structured cooperation have been implemented at national level. Their best practices are mentioned more analytically in the Annex of the present Policy Paper. However, these best practices could be expanded to include also other relevant stakeholders as mentioned above (NHRIs, Equality bodies, tech companies, experts/academics/researchers, community-based groups, victims etc).

Moving beyond the guiding principles of the EU-High Level Group on hate speech and hate crime, in the STAND-UP project we developed a **Blueprint for cooperation** to address 'phygital' hate speech. The concept of 'phygital' was chosen to describe the peculiarity of online hate speech, which is considered an accelerator of hate crime phenomena. Phygital is a new concept for the old poly-criminal phenomenon of hate crime, which continues to morph and adapt in the new globalized and cyber world. Phygital focuses on preventing and countering the escalation of hate speech towards hate crime, as interlinked online and offline *modi operandi*, which violates people's fundamental rights and dignity. The phygital dimension of hate crime is characterized by 5 pillars identified in the OSINT analysis: First, the internet creates more opportunities to become a hater. Second, the internet acts as an "echo chamber," i.e., a place where individuals find their ideas supported and echoed by other like-minded individuals. Third, the internet accelerates the process of hatred. Fourth, the internet allows hate speech to occur without physical contact with like-minded criminals. Fifth, the internet increases opportunities for self-organisation, crossing from speech to action. To address the increasing challenges posed in virtual reality, advanced tools and techniques are required. The STAND-UP project used the OSINT software (Tangles) to search, detect, monitor and analyse the hate speech phenomenon online. Then, partners used FALKOR, which is a platform structured to safely exchange data, insights, files and any document or information essential for an activity related to addressing the hate phenomena. Model reporting forms were developed to cater for the needs of both LEAs and CSOs working offline/online. The formalization of the multi-agency cooperation model developed and tested in the STAND-UP project will be done through the signing of Memoranda of Understanding for cross-data sharing and for division of responsibilities between stakeholders. Each actor needs to know precisely their competencies, whom to contact or share the information with and how to proceed in addressing the hate



phenomena. The purpose of these Memoranda is to enhance efforts in combating hate speech and hate crimes by fostering collaboration across private and public sector. This extends beyond the STAND-UP partners, incorporating third parties from the public and private sector. In this framework, the following **principles** shall be respected by signatories:

- To apply the GDPR and the Police Directive as guide tools for the respect of the procedures concerning the victims and the perpetrators, together with the respect of common ethical standards.
- To share information concerning hate incidents and notify or report when being informed of such incidents the competent authorities and the private entities involved depending on the case at stake.
- To designate a point of contact for the communication related to the hate incident and authorize them to manage the case in compliance with the national and European legal frameworks and the formal rules established by this Memorandum.
- To adopt the most appropriate measure depending on the situation, having consulted the actors concerned and bearing in mind a victim-centred approach, in compliance with the national and European legal frameworks.
- To support the effort of the partners in joint work to tackle and/or prevent the hate phenomena.
- To train and participate in training to provide the actors involved with the proper tools and methodologies to tackle and/or prevent the hate phenomena.
- To organize and participate in educational and informative events to strengthen preventive strategies in at-risk contexts and towards the affected communities (based on nationality, sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation).
- To promote the model adopted to tackle and prevent the hate phenomena based on the cooperative framework presented in the Memorandum.



Shared understanding and harmonisation of hate crime definition: hate crime as an EU crime under Article 83(1) TFEU

While hate crime is widely acknowledged as a distinct category of criminal activity, a cohesive legal definition and consistent implementation remain elusive within the European Union (EU). Despite the establishment of a common legal rationale for hate crime through the **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** (EU Framework Decision), MS exercise discretion, leading to disparate legal approaches. Notably, existing normative frameworks, spanning UN Human Rights Treaties, the European Convention on Human Rights (ECHR), and the EU Charter for Fundamental Rights, offer potential for a shared understanding of hate crime and the formulation of a sustainable definition. A unified approach to hate crime at the EU level holds paramount significance in upholding the rule of law and preserving the pluralistic facets of democracy. The absence of a common approach results in disparate groups of hate crime victims across Member States, impeding the recognition of victims regardless of their residence. Standardizing hate crime legislation would not only enhance data collection systems but also harmonize national case law through EU-level specialized training for judicial, prosecutorial, legal, and law enforcement entities. This collaborative approach strengthens the overall response to hate crimes at both national and international levels.

The Fundamental Rights Agency (FRA) underscores the imperative for Member States to unequivocally unveil bias motivation, asserting that it should not be left to the discretion of judges.⁷ This point serves as the foundation for efforts to safeguard individuals and groups with distinct characteristics. **A shared legal definition is deemed indispensable for comprehending hate crime fundamentally and ensuring the protection of victims. FRA further advocates for broadening criminal law provisions to encompass all grounds of discrimination outlined in Article 14 of the ECHR and Article 21 of the Charter of Fundamental Rights of the European Union.** A comprehensive understanding of hate crime laws should extend to characteristics fundamental to an individual's identity, including gender, sex, sexual orientation, religion, or immutable traits such as disability. The consideration of perpetrators acting with multiple or mixed motives is also recommended. These propositions aim to establish common criteria, surmount definitional boundaries, and fortify protection.

⁷ FRA. (2012). Making hate crime visible in the European Union: acknowledging victims' rights, Luxembourg: Publications Office of the European Union, available at: https://fra.europa.eu/sites/default/files/fra-2012_hate-crime.pdf



Several instruments can contribute to a shared understanding of hate crime, serving as the basis for common criteria in a widely accepted definition by MS:

- Article 19 of the Treaty on the Functioning of the European Union enumerates protected grounds, forming the basis for EU Directives in equal treatment.

- Article 13 of the Treaty of Amsterdam aims to prevent discrimination based on specified characteristics.

- The EU Framework Decision (2008/913/JHA) on combating racism and xenophobia harmonizes definitions and criminal penalties for certain forms of hate crime and hate speech.

- Article 14 of the ECHR prohibits discrimination on various grounds.

- Article 21 of the Charter of Fundamental Rights of the EU prohibits discrimination and sets grounds for protection.

- OSCE/ODIHR's non-legally binding definition of hate crime offers key recommendations for legislators.⁸

These instruments collectively contribute to a consensus on key concepts of hate law—motivation and protected characteristics. The OSCE/ODHIR definition, acknowledging that a hostility model is not essential, posits that bias or prejudice suffices for a concrete definition.

A common understanding should consider substantive offenses, aggravating circumstances, discrimination models, multiple/mixed motives, and the inclusion of gender, sex, sexual identity, and disability as protected characteristics. This nuanced approach is necessary for the holistic protection of victims facing new identities in evolving societal contexts. The wealth of knowledge derived from legal approaches to hate crime in the EU suggests the need for an updated understanding—a substantive offense or an aggravating circumstance, with a definition incorporating discriminatory selection, multiple/mixed motives, and an expanded list of protected characteristics. A shared understanding facilitates dialogue and legal certainty for victims across diverse contexts. The pursuit of a common European hate crime definition represents a crucial stride toward unified and coherent protection against hate crimes within the EU.

The STAND-UP project proposed to include an expansion of the list of vulnerable social groups, since any form of hatred is incompatible with human rights law and the prospect of modern societies. The expansion will allow to name social groups in need for protection, sending a symbolic message. Furthermore, if some characteristics of social groups are not included, there is a risk that they will not be covered by judicial interpretation and by policy and decision-making. Finally, some equality bodies have a mandate only for grounds that are explicitly covered, which means that recognising new protected characteristics would enhance their ability to take action.

⁸ OSCE/ODIHR. (2022). Hate crime laws: A practical guide, 2nd edition, Warsaw: OSCE/ODIHR, available at: <https://www.osce.org/files/f/documents/1/4/523940.pdf>



The expansion proposed was based on recommendations from international and EU bodies and was in line with all above recurring protective frameworks. It is our proposal that the definition should also include **gender identity, gender expression, sex characteristics and disability**. Beyond these categories, there should also be considered **the grounds provided by the human rights instruments and especially the Charter**. These grounds should be further explored and developed to ensure a more encompassing and coherent protection under European law.

Hate crime within the meaning of the EU Framework Decision is referred to as any criminal offence (base offence), other than hate speech, committed with a racist or xenophobic motivation (bias motivation). The current EU framework only covers hate speech and hate crime based on race, skin colour, religion and national or ethnic origin, so there is a clear need to effectively address hate crime based on, but not limited to, sex, sexual orientation, age and disability, as proposed by the STAND-UP project. In view of the current debate on enlisting hate crime and hate speech as one of the EU crimes under article 38 (1) of the TFEU, there is an opportunity to allow for the establishment of common minimum rules on the definitions and sanctions of hate speech and hate crime to be adopted by the European Parliament and the Council in line with the ordinary legislative procedure. The EU Commission in its Communication to the European Parliament and the Council in 2021 on *A more inclusive and protective Europe: extending the list of EU crimes to hate speech and hate crime* clearly stated that there is a lack of alternatives to extending the list of hate crimes; “It appears that only the identification of hate speech and hate crime as a new, distinct area of crime, in its own right, can enable an effective and comprehensive criminal law approach to these phenomena at EU level.”



EU policy: a European Agenda on Hate Crime

The recommendation of an EU agenda against hate crime and hate speech is particularly necessary in the context of fostering multi-agency cooperation at the EU level, taking into account the advancements in technology in the digital era and the insights gained from the STAND-UP project.

In an era where digital platforms have become ubiquitous, hate speech and crime have found new mediums to proliferate, transcending physical boundaries and impacting individuals at a scale previously unseen. The digital age has not only amplified hate speech but also complicated the process of monitoring and enforcement, making a coordinated response at the EU level crucial. Multi-agency cooperation is essential to tackle this issue effectively, as it involves diverse aspects such as legal enforcement, online regulation, civic education, and victim support, each requiring specialized knowledge and approaches. An EU-wide agenda against hate crime and hate speech would provide a common framework, guiding the collaborative efforts of different agencies, including law enforcement, technology companies, educational institutions, NHRIs and civil society organizations. This framework would not only streamline efforts and resources but also ensure that responses are consistent and uphold the values of human rights and justice across the EU. Moreover, the adoption of such an agenda would be a groundbreaking policy move, setting a precedent for international cooperation against hate crimes. It would establish a model for others to follow, demonstrating how diverse entities, each with their unique capabilities and resources, can come together to address a complex and pervasive issue.

In conclusion, the recommendation for an EU agenda against hate crime represents a holistic approach, combining enforcement, prevention, training and education, to address hate crimes in a manner that is not only effective but also respectful of fundamental human rights and freedoms. Hate crimes and hate speech violate the fundamental rights of individuals, including the rights to dignity, equality, and security. An EU-wide agenda is essential to uphold these rights and to foster an environment of mutual respect and tolerance.

A future strategic document by the European Union is anticipated to outline a comprehensive approach specifically targeting the issue of hate crime and hate phenomena, both in the physical world and online. This prospective document, in response to the evolving and increasing challenges of hate-based incidents, is expected to detail forward-looking steps. These steps will aim to ensure robust monitoring, establish fair and efficient legal procedures, and develop a sustainable system capable of responding to emerging trends in hate crime and online hate speech and of tackling discrimination and human rights violation.



The strategy is likely to include measures for strengthening law enforcement capabilities across the EU, enhancing the monitoring and regulation of online platforms, and promoting community awareness and education about hate crimes. Additionally, it is envisaged to foster a collaborative environment, encouraging cooperation between different sectors, including, NHRIs, CSOs, technology companies, educational institutions and member states. The primary goal of this forthcoming document will be to create a secure and respectful environment within the EU, where hate crimes are effectively identified, addressed, and prevented, ensuring the safety and upholding the values of diversity and inclusion.

Promising Practice: Action plan against hate crime and hate speech

An EU Action Plan under an EU Agenda on Hate Crime that will serve as a detailed roadmap, elaborating specific initiatives and measures to combat hate crime and online hate phenomena. It will outline a cohesive and coordinated response across EU member states, focusing on enhancing cross-border collaboration and information sharing. The Action Plan is likely to include comprehensive guidelines for law enforcement agencies and judicial authorities, aimed at improving the detection, reporting, and prosecution of hate crimes. Emphasis will also be placed on supporting victims, ensuring they receive adequate protection and assistance. Additionally, the plan is expected to address the growing concern of hate speech in digital spaces, proposing concrete steps to regulate online content while respecting freedom of expression. Moreover, the EU Action Plan on hate crime will likely incorporate preventive strategies, such as educational programs and public awareness campaigns, to tackle the root causes of hate and discrimination.



Standardize practices on monitoring of hate crime

This chapter will address the causes of hate crime under-reporting and propose ways to increase the visibility of hate crimes but also a more effective victim protection throughout the RIPP cycle by an integrated cross- sectoral approach in data collection and standardized model reporting forms to be used by LEAs and NGOs/CSOs.

One fact that has to be pointed out, initially, is that since as it is already mentioned there is no common European definition of what a hate crime is this constitutes an autonomous challenge of hate crime recording; if all the states and stakeholders, perceives the term in a different way, an EU institutional policy and a relative framework are difficult to be planned.⁹ This issue not only is associated with a gap in cooperation and communication between civil society organizations, national authorities and law enforcement but also, according to a research, conducted by the FRA,¹⁰ with different perspectives on how important is the bias motive; most law enforcement officers, prosecutors and judges expressed their belief that the police consider investigating bias motives to be very or fairly important, a significantly lower number of staff members of victims' support services and human rights CSOs held the same view. Their constructive, effective cooperation is also undermined by structural factors, since funding of civil society organizations is sometimes insufficient and there are practical restrictions.

FRA has also published a relevant report, which describes the importance of hate crime recording and the main changes that have to be implemented, in terms of law enforcement and state action. It seems that victims hesitate to report their experience to the police, since the environment is not friendly. Specifically, disabled people claimed limited accessibility and treatment that does not correspond to their needs, while asylum seekers and refugees complained that they were not informed about the reporting procedures and that in any case, they were afraid of deportation by the police and that they would not be taken into consideration.¹¹ LGBT+ people, on the other side, do not report their incidents, because they do not trust police.¹² In the above context, the STAND-UP project aligns with FRA's recommendation for the creation of a space without discrimination, the introduction of anonymous reporting and the contribution

⁹ Scheppe, J. (2021) What is a hate crime? *Cogent Social Sciences*, 7(1).

¹⁰ FRA, Hate crime recording and data collection practice across the EU, 2018, p. 25 available at: https://fra.europa.eu/sites/default/files/fra_uploads/fra-2018-hate-crime-recording_en.pdf

¹¹ European Union Agency for Fundamental Rights (2021) Encouraging Hate Crime Reporting. The Role of Law Enforcement and Other Authorities, pp. 30-39 [online]. Available at: https://fra.europa.eu/sites/default/files/fra_uploads/fra-2021-hate-crime-reporting_en.pdf

¹² Pickles, J. (2019) 'Designing hate crime reporting devices: An exploration of young LGBT+ people's report needs', *Journal of LGBT Youth*, pp. 1-27 [online]. Available at: <https://doi.org/10.1080/19361653.2019.1685057>



of a third party and the adequate training of the officials in order to raise awareness on hate crime.

Another important and problematic aspect of hate crimes recording is the **data collection**. According to a study of the European Commission,¹³ there is no unified system among the states to collect data and only a few countries apply a relative technique. The Commission observes that the dark figure of hate crimes combined with no distinction between hate speech and hate crimes leads to the conclusion that the real number of hate crimes is much higher than the number of those being reported. The reported cases are just the tip of the iceberg. To this end, the EU has published a guide on developing the use and tools of equality data.¹⁴ In this guide, the institutional instructions suggest innovative ways of collecting data, such as mapping sources of equality data and identifying data gaps, while the operational instructions concern the frequency and the validity-reliability of data collections. Another obstacle can be found in reporting and victimization surveys, since their subjectivity and the view of the victims about the definition of hate crime might cause difficulties in the realization on whether there is an actual hate crime or not.¹⁵

Covid-19 has had an impact on hate crimes and their reporting. During pandemic, the fundamental rights were restricted and there have been discriminatory and xenophobic attacks against people with an Asian origin across Europe by state and non-state actors. According to a study¹⁶ the anti-Asian motivation in hate crimes was really common and those crimes are not likely to be reported. Characteristic examples of expression of hate against people that led to their stigmatization can be mentioned, such as the refusal by doctors to examine patients of Asian origin or the widespread misinformation that migration flows are connected with the spread of Covid-19 in Europe. Taking the above information into account, the International Migration Organization proposed¹⁷ the

¹³ European Commission (2021) Study to support the preparation of the European's Commission initiative to extend the list of EU crimes in Article 83 of the Treaty on the Functioning of the EU to hate speech and hate crime. Brussels: Directorate-General for Justice and Consumers. Available at: <https://op.europa.eu/en/publication-detail/-/publication/f866de4e-57de-11ec-91ac-01aa75ed71a1/language-en>

¹⁴ European Commission High Level Group on Non-discrimination, Equality and Diversity (2018) Guidelines on improving the collection and use of equality data, pp. 3-18 [online]. Available at: <https://ec.europa.eu/info/sites/default/files/en-guidelines-improving-collection-and-use-of-equality-data.pdf>

¹⁵ See D3.2 State of art report of the STAND-UP project.

¹⁶ Lantz, B., Wenger, M. R. (2022) 'Are Asian Victims Less Likely to Report Hate Crime Victimization to the Police? Implications for Research and Policy in the Wake of the COVID-19 Pandemic', *Crime & Delinquency*, 68(8), pp. 1292-1319 [online]. Available at: <https://journals.sagepub.com/doi/pdf/10.1177/00111287211041521>

¹⁷ International Organisation for Migration (2020) Countering Xenophobia and Stigma to Foster Social Cohesion in the Covid-19 Response and Recovery, 14 July [online]. Available at:



activation of anti-discrimination mechanisms, development of anti-prejudice campaigns and promotion of laws and policies that respect victims and contribute to social inclusion.

Addressing the problem of under-reporting demands the **accessibility to justice** for all (no language obstacles, facilities etc) and personal respect and assistance throughout the procedure and the guarantee must be provided that all the hate crimes will be registered as that. *OSCE's Guide on Hate Crime Victims in the Criminal Justice System*¹⁸ promotes development justice programs, different methods of reporting-online and also written by a third party- in order to encourage people to report their case and the effective collaboration between communities and law enforcement. Additionally, the criterion of the participation in the proceedings has to be the definition of the case as a hate crime and not the status of the victim.

In this context, a range of **recommendations** arise from the collaborative endeavors among pertinent stakeholders:

- Encouragement of regular meetings and information-sharing platforms at both EU and national levels, to foster collaboration between agencies which will address discrepancies in hate crime recording is a joint effort involving law enforcement, government agencies, other national institutions, civil society that records incidents of hate crime and community-based groups .
- Establishment by engaging relevant agencies, including civil society organizations, of a Centralized Hate Crime Database at the EU level to optimize the collection of hate crime data.
- Establishment of a unified methodology for hate crime data collection based on best practices from international organisations, EU and state authorities and civil society across EU member states.
- Establishment of working groups for strengthened collaboration between tech companies, law enforcement, and civil society to address emerging challenges on evolving trends in hate crime.
- Development of a shared Code of Ethics for private and public sector involved in data collection and data management.
- Promotion of best practices on design, development and implementation of technology-driven hate crime monitoring systems with the aim to foster transnational cooperation between national and EU authorities working on justice and home affairs.

https://www.iom.int/sites/g/files/tmzbdl486/files/documents/countering_xenophobia_and_stigma_13_0720.pdf

¹⁸ OSCE ODIHR (2020) Practical Guide. Hate crime Victims in the Criminal Justice [online]. Available at: <https://www.osce.org/odihr/guides-related-to-hate-crime>



- Civil society organizations shall be involved in EU and national initiatives to consult on user-friendly online platforms for hate crime reporting and ensure these platforms are accessible to diverse communities.
- Explore mobile applications: anonymous hate crime reporting while respecting privacy and confidentiality.
- The EU MS which are also members of OSCE are invited to adopt and implement OSCE ODIHR Guidelines for collaboration with civil society organizations for recording of hate crime and create discrimination-free spaces, introducing anonymous reporting.



Adopt a holistic approach to victim support

Crimes and incidents fuelled by hate not only inflict profound harm on individual victims but also cast a long shadow over their families and communities. What may commence as minor incidents and smaller offenses can rapidly escalate into more frequent and severe crimes if not addressed effectively. In cases of persistent crimes, victims endure emotional damage and long-term trauma, leaving an indelible impact on their lives and those close to them. Victims of hate crimes commonly report emotional responses such as anger, fear, and sadness. They often exhibit tendencies to isolate themselves, alter their lifestyles, and even relocate in a bid to escape further violence. The fear of a recurrence of trauma lingers, significantly influencing victims' daily lives unless adequately addressed. The resulting sense of alienation can strain family relationships, even within supportive families. When hate crimes target specific groups of victims, the impact intensifies, leaving victims feeling unwelcome and unsafe in their communities. The broader victimization of an entire group diminishes feelings of safety and security, and witnessing such discrimination can contribute to psychological distress and diminished self-esteem. Crucially, it's important to recognize that **the impact of hate crimes extends beyond individual victims to encompass the entire community**. Hate crimes generate tensions within the community, stemming from both isolated and recurring incidents, fostering feelings of fear and distress. In the absence of a prompt and effective response from authorities, the community may lose faith in the police and the criminal justice system, exacerbating the negative repercussions and eroding trust in the institutions meant to provide protection and justice. This underscores the critical need for comprehensive and timely responses to hate crimes to mitigate their broader societal impact.

As far as *under-reporting* is concerned, victims choose not to report them because of a lack of trust in the police force, apprehension that comprehensive investigations may not be launched, fears of potential retaliation, a lack of awareness, or the rejection of the notion that the assault is driven by prejudice. Additionally, limited or lack of knowledge of the national language and legal system can also contribute to this reluctance.

Regarding *under-recording*, police may overlook the discriminatory nature of reported crimes due to insufficient awareness of circumstantial elements indicating discriminatory motivation. Limited resources and inadequate training may further contribute to the failure to record or investigate such incidents. The UN Committee on the Elimination of Racial Discrimination highlighted that individuals who have been discriminated against by law enforcement officials, tend to show less confidence in the authorities and, therefore, are less willing to cooperate with the police, thus limiting the



effectiveness of the latter. That sense of injustice, humiliation and loss of confidence in the police and other authorities may lead to reduced crime reporting.¹⁹

Moreover, *the risk of escalation* stems from societal acceptance of discrimination against certain minority groups. Low-intensity discriminatory behaviors are often dismissed as jokes rather than offensive, contributing to their widespread acceptance and lack of effective challenge. Therefore, starting “from attitudes or behaviors based on prejudice, one can move on to acts of discrimination and even to actual crimes”.²⁰ CSOs play a crucial role in supporting hate crime victims, leveraging their experience and insights. However, the insufficient support from member states and low utilization of competent authorities highlight the need for coordinated networks. While public authorities recognize the specific needs of hate crime victims, support services face challenges like fragmentation, incomplete geographic coverage, and limited accessibility for all victims.

The para 63 of the Victims’ Rights Directive (2012/29/EU) states that *“In order to encourage and facilitate reporting of crimes and to allow **victims to break the cycle of repeat victimisation**, it is essential that reliable support services are available to victims and that competent authorities are prepared to respond to victims’ reports in a respectful, sensitive, professional and non-discriminatory manner. This could increase victims’ confidence in the criminal justice systems of Member States and reduce the number of unreported crimes. Practitioners who are likely to receive complaints from victims with regard to criminal offences should be appropriately trained to facilitate reporting of crimes, and measures should be put in place to enable third-party reporting, including by civil society organisations. It should be possible to make use of communication technology, such as e-mail, video recordings or online electronic forms for making complaints.”*

In the STAND-UP project we have identified the adoption of the victim-centered approach to be crucial as it fosters a sense of safety, encourages open communication about their experiences, and facilitates access to assistance and guidance. The essence of the victim-centered approach lies in cultivating empathy in interactions with victims, emphasizing a non-judgmental and secure space for them to share their experiences and regain control. The widely endorsed victim-centered approach prioritizes listening to victims, preventing trauma recurrence, and focusing on safety, rights, and well-being.

¹⁹ UN Committee on the Elimination of Racial Discrimination (CERD), General recommendation No. 36: Preventing and Combating Racial Profiling by Law Enforcement Officials, p. 6, 24 November 2020. Available at: [CERD_C_GC_36_9291_E.pdf](#) (ohchr.org)

²⁰ [STAND UP \(Standing up against hate in the EU\), Hate crime and hate speech victims support Handbook](#). (2022).



It emphasizes providing tailored, accessible services that consider individual circumstances from both physical and cultural perspectives.

A non – exhaustive list of methods/actions that can be taken by the police to prevent hate crimes includes: **relationship with external partners and stakeholders, collecting information, establishment of partnerships against hate crimes and victim support networks, awareness raising and enhancing skills within the police department.**

In the STAND-UP project we have also highlighted the need for prosecutors to approach conflicts with sensitivity, avoiding expressions of prejudice or judgment, whether verbal or nonverbal. It is crucial to guide victims correctly and refer them to appropriate professional resources. Understanding accessible resources is essential for victims to navigate normative and unpredictable life events. In some cases, victims may benefit from specialized psychological or psychotherapeutic sessions to address the harm suffered. According to OSCE's *Policy Brief on Specialist Support for Hate Crime Victims*²¹ a specialist support system should be established in the legislation of all MS, providing victims with information, financial and emotional support tailored to each needs, based on an Individual Needs Assessment (INA). Moreover, this support must be of high standards, with independent assessment and monitoring, while at the same time a multi-dimensional plan could be adopted in order to apply the above measures and avoid the secondary victimization and ensure security for all.

Reassuring victims is paramount by emphasizing the presence of a network of formal and informal resources, including specialized personnel, available in the area. It is advisable to check for the availability of services supporting victims of hate crimes in the target area. Secondly, they should seek consent for the authorization of sensitive data sharing with specialist services. Furthermore, they should avoid making decisions for the victim but rather communicate and describe the role of professionals in the network who can specifically assist them. Moreover, instead of suggesting immediate reporting, it is recommended to present available services that can offer information and support, allowing the victim to choose the most suitable path for addressing their specific situation.

For successful community policing, collaboration with diverse demographic groups is essential. This involves addressing community issues and responding to the concerns of local residents and stakeholders in daily life. Continuous commitment and an effective action plan, especially in critical and violent situations, are vital. The police must employ various methods to establish a positive relationship with the community, ensuring they are perceived as integral parts of it. Simultaneously, efforts should be directed towards **eliminating discriminatory beliefs and attitudes** that contribute to social division and,

²¹ OSCE ODIHR (2022) Policy Brief. Specialist Support for Hate Crime Victims [online]. Available at: <https://www.osce.org/files/f/documents/2/4/513127.pdf>



over time, hate crimes. Civil society advocates, particularly those involved in support initiatives, work towards ensuring that individuals from various backgrounds have equal access to opportunities: a) by ensuring people are aware of their rights and responsibilities, b) by building trust among community members and in the fairness of local government initiatives and c) by valuing the commonalities among demographic groups within communities and recognizing the inherent value of diversity.

It is recommended that competent authorities **map existing services, encompass both public and private entities and enhance collaboration with the civil society sector through agreements, networks, or other arrangements.**

Another constructive approach involves developing a **referral mechanism**, where LEAs, in collaboration with CSOs, establish protocols and arrangements to facilitate access to appropriate support. These mechanisms should not only involve public authorities and civil society organizations but also extend to schools, hospitals, welfare services, and other relevant entities. Such a system should consider the possibility that victims may be hesitant to make formal complaints, emphasizing the importance of providing support tailored to the unique circumstances and needs of each victim.

Considering the aforementioned approach, **core recommendations** for the protection of victims of hate crimes include:

- Police can prevent hate crimes through actions like building relationships with external partners, collecting information, establishing partnerships against hate crimes, creating victim support networks, and enhancing skills within the police department.
- Ensure accessibility in justice for all, addressing language barriers and providing facilities.
- Develop and enhance victim-centered services that provide holistic support, taking into account the unique needs and experiences of each victim. This may include emergency help, counseling, legal advice, and assistance in navigating the criminal justice system.
- Establishing a digital interconnection among all relevant bodies responsible for safeguarding hate crime victims, including those managing facilities, shelter, and available resources such as vacant spaces.
- Develop standardized protocols for information sharing and collaboration among agencies. This ensures a seamless flow of information, allowing for a more effective response to hate crimes and victim support.
- Enhance and update victim's guides through collaborative efforts, ensuring comprehensive information and resources



- Implement and promote anonymous reporting platforms for victims of digital hate crimes. Ensure these platforms are user-friendly and accessible across different digital devices.
- Continuous evaluation of the effectiveness of victim support initiatives in the digital era and adaption of strategies and policies based on evolving online threats and technological advancements.
- Consider the implementation of the OSCE ODIHR diagnostic tool to assess the quality of support measures provided, addressing legal frameworks, support structures, and victim needs.



Technology in the service of LEAs, investigating and judicial authorities and CSOs

The expansion of the internet, coupled with the prevalence of mobile internet and the widespread use of social media, has significantly contributed to the escalating of online hate phenomena in the digital realm. The accessibility and ease of communication provided by these digital platforms have amplified the reach and impact of hate speech, enabling it to spread rapidly and pervasively. The Covid-19 pandemic further exacerbated this issue, as increased online activity during lockdowns created fertile ground for the malicious proliferation of hate speech and the commission of online hate crimes. Digital communication, characterized by a lack of inherent limits, diminished control mechanisms, and the shield of anonymity, has fostered a breeding ground for the phenomenon of cyberhate, encompassing both hate speech and hate crimes online. The absence of face-to-face interaction, coupled with the relative anonymity offered by online platforms, emboldens individuals to engage in hate speech and perpetrate hate crimes without the constraints present in traditional communication settings. This digital environment allows for the dissemination of discriminatory ideologies and targeted attacks on various groups. Despite the evident rise in cyberhate, there is a notable lack of systematic reporting and collection of data on hate speech and online hate crimes²². This deficiency hinders the understanding of the full extent of the issue and impedes the development of effective countermeasures. The lack of standardized reporting mechanisms, coupled with the challenges of monitoring and regulating vast digital spaces, makes it difficult to quantify and address the prevalence of hate speech and hate crimes on the internet comprehensively. In essence, the digital landscape, marked by unrestricted communication, anonymity, and the dominance of social media, has become a fertile ground for the expansion of hate speech and online hate crimes.

The challenges posed by the lack of systematic reporting and data collection compound the difficulty of mitigating these pervasive issues in the online setting. In this regard, the OSINT²³ is used to understand hateful sentiments and speech in localised contacts, helping public authorities and CSOs to identify areas of intervention, at-risk groups, and the weight of hateful sentiments expressed online as an indicator of physical acts of hate offline, all multi-factorially disaggregated. A platform is developed for interagency data exchange. The OSINT tool acquired by the Prosecution Offices of Trento and Venice is a platform which allows the users to analyse online behaviour based on certain parameters, either extensively or through specific targets. The system is based on three technologies: OSINT, SIGINT (tools for phone extractions, interceptions and trojan

²² FRA (2023). Online content moderation - Current challenges in detecting hate speech. Report, Vienna.

²³ Brigo, A., Vedovato, C., Meco. G. et al. (2022). [STAND UP \(Standing up against hate in the EU\), Hate crime and hate speech victims support Handbook](#). (2022).



horses) and HUMINT, i.e., intelligence activities consisting of gathering information through interpersonal contacts, humans work on how to deepen the data emerging from digital platforms, interrogations and perquisitions. These activities are mainly carried out for cyber investigations, however the OSINT platform can play an important role for preventive activities.

The challenge of anonymity for online hate speech perpetrators can be overcome by police analysts using warrants to obtain information directly from social networks. Even though online hate speech perpetrators often remain anonymous, details like usernames, profile pictures, and bios can be used to identify multiple accounts of the same person. Investigating the broader social media presence of a suspect can reveal more information, such as phone numbers and real names, aiding authorities in prevention efforts, including potential suicides. Public-private cooperation, utilizing advanced intelligence techniques like OSINT, HUMINT, and SIGINT, proves effective in tackling online hate speech. Establishing a cooperative framework between private entities and public authorities enables a more efficient investigation and response to hate speech online.

The investigative model involves gathering data through OSINT, analyzing specifics through HUMINT, and adopting appropriate measures through SIGINT. Real-time communication in a shared workspace is crucial, and data persistence aids in addressing future cases. Visualization tools like link analysis graphs contribute to learning and improvement, making victim support more efficient. The OSINT solution allows researchers to swiftly gather data from the web and social media, starting an investigation with hateful keywords, identifying accounts promoting them, and monitoring relevant content in real-time. In a specific case (Austria)²⁴, tracking down anonymous perpetrators could have prevented the escalation to suicide if online hate speech had been treated seriously as a menace with a significant impact on victims. Drafted by the Greek National Commission for Human Rights, Agenfor International and Euro-Arab Foundation, the OSINT Reports²⁵ highlight xenophobia, particularly against migrants, converging into hate against the Muslim community, notably Muslim women. Additionally, the reports reveal a persistent trend of antisemitism. These findings emphasize the interconnected nature of hate incidents in various social and political

²⁴ Gullo, V. (2023). Hate speech: Not all victims are survivors, AGENFOR, STAND-UP Standing up against hate crime in the EU, available at: <https://stand-up-project.eu/2023/08/31/article-hate-speech-not-all-victims-are-survivors/>

²⁵ Viviana Gullo and Fabio Frettoli (AGF), Katerina Charokopou, Eva Tzavala, Anastasia Chalkia and Thanasis Dimopoulos (GNCHR), José Luis Salido Medina and Lucía García del Moral Martín (FUNDEA) Regional OSINT Reports, D2.5, Report on the standardisation of the reporting procedures, STAND UP, available at: [STAND-UP reports on islamophobia, xenophobia, right-wing and antisemitism – STAND UP \(stand-up-project.eu\)](https://stand-up-project.eu/stand-up-reports-on-islamophobia-xenophobia-right-wing-and-antisemitism)



spheres, posing a threat to public security. The goal is to provide automated confidential reporting and early warnings for LEAS and CSOs, contributing to the ongoing efforts to combat hate crimes in southern Europe.

Addressing cyberhate requires a multifaceted approach that encompasses regulatory measures, technological interventions, and concerted efforts to promote digital literacy and responsible online behavior. The following are recommended:

- Establishing sustainable open-source intelligence-led monitoring mechanisms for automated confidential reporting and early-warnings targeting CSOs and public authorities. The searches will include sentiment analysis and will identify geographical hotspots of hate speech and associated tensions, platforms on which it is spread, age groups engaging in hateful discussion, and predominant forms of hate in any given geographical or online area.
- Benefit from the advantages provided by the OSINT platform, by taking advantage of the system's capabilities to find anonymous threat actors by automatically analyzing location-based information and enabling the production and dissemination of intelligence and investigative reports.
- Standardize information-sharing protocols among agencies involved in combating hate crime by sharing intelligence on emerging online hate trends, tactics, and potential threats.
- Collaborate with community organizations and digital activists to counter online hate speech.
- Encourage positive digital activism that promotes inclusivity and counters hate narratives.

However, using advanced technology to address hate phenomena is not without challenges. Bias in algorithms, often reflective of societal prejudices and can exacerbate existing inequalities. Moreover, they can reinforce discriminatory practices, instead of addressing them. The deployment of advanced technology need to balance between the legitimate use of technology for public safety and the protection of individuals' rights to privacy is a critical consideration in developing and implementing AI solutions. In this regard, **collaborative efforts between technology developers, policymakers, human rights advocates and affected communities shall be in place to navigate the ethical, legal, and social implications of advanced technology in combating hate crimes.**



Strengthening training and capacity building

The fragmentation of separate and distinct hate crime training initiatives delivered by various stakeholders and state authorities can lead to significant drawbacks. One prominent issue is the lack of consistency in content, methodology, and standards across different programs, potentially undermining the overall effectiveness of hate crime response efforts. This fragmentation may result in duplicated efforts, inefficient resource allocation, and a failure to address the interconnected nature of hate crimes comprehensively. Communication gaps between independently developed training programs can impede information sharing and collaboration, hindering the development of a cohesive strategy. Conflicting priorities among stakeholders may lead to divergent approaches that do not collectively contribute to a comprehensive response. To address these challenges, promoting coordination, collaboration, and information-sharing among stakeholders and state authorities is essential for achieving a more unified and integrated approach to hate crime training.

OSCE/ODIHR, under the project *Building a Comprehensive Criminal Justice Response to Hate Crime*, has prioritized joint hate crime training for LEAs and prosecutors. The initiative includes the development of a dedicated Manual aimed at strengthening collaborative and comprehensive efforts in the training field.²⁶ The Manual covers topics such as diversity, intolerance, hate crime concepts, bias indicators, investigation procedures, international obligations, national legislation, prosecution, and overcoming obstacles. The publication emphasizes improving training over time and assessing its impact, presenting key learning outcomes for joint hate crime training activities. **Although knowledge about hate crimes is crucial for trainers, it's not enough; they must also be well-acquainted with the unique context of the country and region, able to share effective practices from diverse contexts and countries.** Additionally, they should possess experience in conducting interactive training activities, educating professionals, and engaging with various groups. Often, this expertise and experience are not consolidated in a single individual. Hence, a recommended approach is to bring in two peer-trainers, such as a police officer and a prosecutor, who can complement and support each other. The selection of trainers should also consider gender balance and ethnic diversity. These specific considerations could be incorporated into the agreement signed between relevant institutions.

Aiming to the reduction of hate crimes, OSCE/ODIHR has also produced a training course for state officials which includes 5 modules with practical examples that refer also to the **bias as the motivation of the crime and the treatment of victims by justice**

²⁶ OSCE- ODIHR (2018). Manual on joint hate crime training for police and prosecutors, Warsaw. Available at: <https://www.osce.org/files/f/documents/3/b/402296.pdf>



representatives. In order to ensure the effective implementation of the support measures, the OSCE/ODIHR opens the discussion about a diagnostic tool that will review the **quality of the provided assistance**. It consists of three steps, the priority assessment, the diagnostic workshop and the final results, while it will be implemented in multiple blocks, such as the legal framework about hate speech, the structures about support, and the assessment of the needs of the victim, its treatment and position in the criminal justice procedure.²⁷

In general, effective coordination among institutions is crucial for addressing hate crimes. Establishing a joint hate crime training program for police and prosecutors involves various stakeholders with diverse agendas. Identifying responsible training institutions is key, but challenges arise due to organizational constraints and differing requirements. To mitigate potential issues, signing agreements among stakeholders is advisable, outlining responsibilities, allocating resources, and highlighting shared objectives. These agreements can extend to broader partnerships. To tailor joint hate crime training effectively, organizers should consult various hate crime-related materials, including studies and reports from police, prosecutors, and civil society organizations. Coordinating focus group sessions and meetings with relevant authorities and community leaders helps assess the nature of bias-motivated violence and the capacity of police and prosecutors to address it. This consultative process ensures the training's relevance and sustainability by understanding the organizational framework for police and prosecutor training in a given country.

Considering the aforementioned points, the following **recommendations**, emphasizing a cooperative approach, are crucial in effectively addressing hate crimes:

- Facilitating agreements and Memoranda of Understanding (MOUs) to establish joint hate crime training conducted, delivered, and oriented by relevant actors, engaging both state agencies and CSOs.
- Developing joint hate crime training for law enforcement and criminal justice authorities. This joint action fosters collaboration, enhances communication, provides a shared legal understanding, improves evidence handling, promotes cultural competence, optimizes resources, facilitates a unified strategy, and reinforces accountability. These factors collectively contribute to a more effective and comprehensive response to hate crimes.
- Develop comprehensive cross-agency training programs for law enforcement and criminal justice authorities, and support personnel that cover the latest technological developments, online platforms, and digital forensics. These

²⁷ OSCE ODIHR (2022) The Sensitive and Respectful Treatment of Hate Crime Victims, pp. 48-74 [online]. Available at: <https://www.osce.org/files/f/documents/2/0/512437.pdf>



programs may include simulated cybercrime scenarios, workshops on digital forensic tools, and insights from online platform experts. In addition, Virtual Reality tools improve the training experience and allow participants (or aggressors) to understand the harm of hate from the perspective of a victim.

- Establish mechanisms for ongoing monitoring and evaluation of training outcomes and Implement procedures that ideally incorporate self-evaluation from both trainers and trainees, along with feedback from relevant groups such as victims, victims' support services, and community groups.
- Incorporating a regular update schedule for the training program to ensure its continued relevance and effectiveness. Periodic reviews and adjustments should be made to account for evolving trends, emerging issues, and feedback from participants. This ensures that the training remains current, aligns with the latest developments in hate crime prevention, and meets the evolving needs of both trainers and trainees.
- Adoption of long-term capacity building process between organisations and different professional categories that encompass a broader and sustained developmental approach.

Victims along with vulnerable groups must be informed about both online and offline hate phenomena to prevent possible or /and multiple victimization. Simultaneously, professionals appointed to provide support to victims should receive appropriate training. In this context, the following **recommendations** are considered:

- Developing digital literacy programs for victims to enhance their understanding of online safety and reporting mechanisms. Educate them about potential risks and empower them to navigate digital spaces securely.
- Establishing training programs for diverse agencies engaged in victim support, emphasizing cultural sensitivity, a nuanced understanding of diverse needs, and the distinctive challenges presented by digital hate crimes.
- Encouraging collaborative initiatives among Civil Society Organizations (CSOs) to disseminate clear information to vulnerable groups, whether in camps, religious places, or other locations, regarding their rights in both general contexts and, more specifically, in the event of victimization in hate crimes.



A cross-cutting issue: Intersectional hate

Intersectionality²⁸ plays a crucial role in understanding, addressing hate crimes and recognizing the interconnected nature of various social categorizations. Recognizing intersectionality is essential for understanding the complexities of hate crimes, as individuals may face discrimination based on multiple factors. Migrants and refugees often bear the brunt of racist and xenophobic climates, compounded by rooted anti-Muslim sentiments. Muslim women, in particular, face a double layer of discrimination based on both gender and religious identity. In the LGBT+ community, diverse identities intersect, leading to hate crimes based on sexual orientation and gender identity. Individuals with special needs also experience compounded vulnerabilities, facing discrimination related to disability alongside other factors like race or gender. Recognizing and addressing intersectionality is essential for crafting a comprehensive and nuanced approach to combating hate crimes, ensuring that responses consider the unique challenges faced by individuals with multiple marginalized identities.

Addressing intersectionality in hate crimes requires a comprehensive and tailored approach that recognizes the unique challenges faced by individuals with multiple marginalized and vulnerable identities. This involves not only legal and policy considerations but also community engagement and education to foster inclusivity and understanding. In this regard, intersectional hate can be taken into account in any recommendation concerning hate speech and hate crime, either online or offline.

By integrating the following intersectional considerations into **recommendations**, efforts to address hate crimes can be more responsive and effective in recognizing and combating discrimination across various dimensions:

- Developing hate crime definitions that embrace intersectionality in the context of an intersectional approach in the EU and national legal framework.
- Establishment of a unified system for hate crime data collection among European states. That will include intersectional data to provide a more comprehensive understanding of the diverse factors contributing to hate crime.
- Establishing accessible and inclusive reporting mechanisms for all identities by involving different languages, cultural context and communication procedures along with access online or offline facilities that are related to issues of gender, sexual identity, special needs and age.

²⁸ Intersectionality, stemming from critical race theory, was articulated by Kimberlé Crenshaw in 1989. Crenshaw, Kimberle (1989) "Demarginalizing the Intersection of Race and Sex: A Black Feminist Critique of Antidiscrimination Doctrine, Feminist Theory and Antiracist Politics," University of Chicago Legal Forum: Vol. 1989: Iss. 1, Article 8. Available at: <http://chicagounbound.uchicago.edu/uclf/vol1989/iss1/8>



- Establishing victim support programs that are sensitive to the intersecting identities of individuals by providing specialized assistance.
- Implementing training programs for law enforcement agencies that specifically address intersectionality by enhancing officers' understanding of how various forms of discrimination intersect.
- The issue of intersectionality should be highlighted to all the raise awareness campaigns.
- Conducting regular assessments to ensure the ongoing effectiveness of each initiative, aligning with the latest developments in hate phenomena and maintaining reliability and efficacy in addressing hate crimes.



Conclusions

Addressing hate crime and hate speech in today's digital landscape demands coordinated efforts across the European Union. The insights gained from the STAND-UP project, coupled with the unique challenges presented by digital platforms, have provided us with valuable lessons and underscores the urgency of establishing multi-agency approaches both at European and national level.

In this regard, the proposed EU Agenda against Hate Crime and Hate Speech is a strategic necessity and a moral imperative which will foster a milieu of shares responsibility and cooperation. This agenda will harmonize the efforts of various agencies and sectors across the EU, encapsulating enforcement, prevention, education, and training, mainly in the context of the establishment of a comprehensive EU Action Plan against Hate Crime and Hate Speech where the addressing of fragmented data collection systems, coordination gaps, and divergent legal interpretations will be critical along with standardized practices and a common legal approaches of hate crimes across the EU. The agenda shall also embrace technological advancements as tools for both identifying hate speech and fostering positive discourse.

In addressing the multifaceted challenges of hate crime, a pivotal aspect of the proposed EU-wide agenda is the unequivocal prioritization of victim's rights, ensuring a robust structure for victim protection and support. Central to this commitment is the establishment of comprehensive systems that not only provide immediate and sustained assistance to victims but also safeguard them from secondary victimization. To this end, the training of professionals in law enforcement, legal, and social services from a victim-centered perspective becomes indispensable

In summary, the path towards a hate-free Europe is both a challenge and a necessity. An EU Agenda against Hate Crime and Hate Speech, informed by projects like STAND-UP and tailored to the digital era's nuances, is a step ahead. By embracing a multi-agency, integrated approach, the EU has the potential to set a global standard in combating hate crimes, safeguarding fundamental rights, and fostering an environment of mutual respect and tolerance. This agenda transcends the realm of policy; it is a testament to a collective commitment to the core values of human dignity, freedom, democracy, equality, rule of law and human rights that form the cornerstone of the European Union as are laid out in article 2 of the Treaty of the European Union and the EU Charter of Fundamental Rights.



ANNEX

Good practices of multi-agency cooperation to address hate phenomena²⁹

Good practices - Italy

OSCAD (Italian Observatory for Security Against Discriminatory Acts)

Promoter - Main organizer State Police and Carabinieri. Department of Public Security - Central Directorate of Criminal Police, Ministry of the Interior. In cooperation with UNAR, National Anti-Racial Discrimination Office.

Country: Italy - Rome

Description

The Italian Observatory for Security Against Discriminatory Acts (OSCAD) was created to guarantee the right to security of people belonging to social groups at risk of discrimination, such as Roma. OSCAD is composed of the directors of the National Police and Carabinieri investigative services dealing with hate crimes. They cooperate with UNAR, the National Anti-Racial Discrimination Office. OSCAD is composed of the State Police and Carabinieri and belongs to the Department of Public Security - Central Directorate of Criminal Police of the Ministry of the Interior.

Members of the central investigative services of the National Police and Carabinieri are part of OSCAD. Consequently, it is a positive asset for them to cooperate with UNAR to complete their mission. Together with UNAR, OSCAD raises awareness among police forces, institutions and the general public about the importance of combating all forms of discrimination to prevent vulnerable individuals from becoming involved in anti-social behavior, becoming victims or being recruited by organized crime. The Italian Observatory for Security Against Discriminatory Acts (OSCAD) was established with the aim of protecting victims of hate crimes, helping members of minorities enjoy their right to equality before the law, and to ensure protection against all forms of discrimination.

Contact: oscad@dcpc.interno.it

Web page: Polizia di stato - Osservatorio per la Sicurezza Contro gli Atti Discriminatori

Extraordinary Commission for combating the phenomena of intolerance, racism, anti-Semitism and incitement to hatred and violence

²⁹ Brigo, A., Vedovato, C., Meco, G. et al. (2022). Hate Crime & hate speech victims support handbook, D3.7 Victim Support Handbook, ALDA – European Association for Local Democracy, STAND UP.



Promoter - Senate of the Italian Republic - 18th Legislature.

Country - Italy, Rome

Description

Traditionally, the Senate establishes an Extraordinary or Special Commission to prove the institutions' application and development of constitutional values. It was the case on August 2, 2001, mechanism to protect human rights. Likewise, today there is a need to create a mechanism to prevent and counter hate speech. This necessity results from the strong inquiries received and the creation of a "No hate parliamentary alliance" from the Council of Europe.

The Special Commission is an ad hoc body that allows the Senate to honor its tradition and commitment to safeguard peoples' fundamental rights, to combat the phenomena of intolerance, racism, anti-Semitism and incitement to hatred and violence. The Commission is composed of 25 members and are elected from among the members of the bureau.

The commission's task is to observe, study and report on intolerance phenomena, racism, anti-Semitism and incitement to violence against people or social groups. These actions must be based on certain characteristics, such as ethnic belonging, religion or belief, sexual orientation, gender identity, or other physical or psychological conditions.

It monitors and oversees the concrete implementation of supra-national and international conventions, agreements and national legislation relating to the event. The Commission also plays a proactive, stimulating and driving role in drafting and implementing legislative proposals. It also promotes worthwhile initiatives on a national, supranational and international scale.

Contact: Senato Della Repubblica - Piazza Madama 00186 - Rome. Switchboard: 06/67061. Desk for receiving mail: Piazza dei Caprettari n. 79.

Web page and Relations: [Senato della Repubblica VIII Legislatura 2018 - 2022](#)

[Commissione straordinaria per la tutela e la promozione dei diritti umani](#)

Useful Tool [Analisi comparativa sul fenomeno dell'istigazione all'odio online](#)

Rete Nazionale per il Contrasto ai Discorsi e ai Fenomeni d'Odio

Promoter - Amnesty International Italia

Country - Italy, Rome

Description



The National Network for Countering Hate Speech and Phenomena brings together various entities that have long been involved in studying, mapping and countering hate speech and hate phenomena. The Network includes, among others, NGOs such as Cospes and ActionAid, 8 Associations, the transnational movement No Hate Speech Italia, researchers from 8 Universities, 3 Research Centers, a Study Center, two Observatories, the National Forensic Council, and the National Anti-Racial Discrimination Office.

Observing and preventing hate speech and phenomena are the Network goals. The purpose is to create and disseminate alternative counter-narratives and promote dialogues between civil society, institutions and organizations. Indeed, it supports advocacy actions, promotes and shares training paths, exchanges educational materials and best practices within and beyond the Network, collects data, makes research and uses infographics to be made available to the whole civil society.

The Network against Hate monitors various issues, creating reports on the phenomena studied. The main themes are anti-Semitism, Islamophobia, misogyny, homophobia, xenophobia, and disability. Mapping the least tolerant cities toward diversity, the city of Milan records 39% intolerance toward women and 37% toward people with disabilities. Naples 47 per cent toward women and 10 per cent toward homosexuals.

Contact: info@retecontroloodio.org

Web page and Relations: [Rete Nazionale per il Contrasto ai Discorsi e ai Fenomeni d'Odio](#)

Useful Tool - [La nuova Mappa dell'Intolleranza](#)

Good practices - Greece

National Action Plan 2020-2023 against racism and intolerance

Promoter - Secretary General of Justice and Human Rights

Country - Greece

Description

Among the various good practices Greece has designed and implemented, an important one is the National Action Plan 2020-2023 against racism and intolerance, for which the National Council against Racism and Intolerance is responsible. **The objectives of the Action Plan were to prevent and prosecute racist crimes** more efficiently, to address and prevent discrimination and harassment based on bias motivation, to empower vulnerable groups and minorities, to increase trust and collaboration between the relevant authorities, public bodies and civil society organisations, to delimitate the responsibilities and the collaboration between the relevant actors to improve the investigation of hate crimes, to raise awareness of anti-racism, inequality and so on, as



well as to coordinate the state and the civil society organisations to compliment each other.

To achieve this, the action plan was designed in five priority axes:

1. Discrimination, stereotypes, prejudices (**bias**)
2. **Recording and processing racist violence** in the fight against racist crime
3. **Awareness** – information
4. Integration – **empowerment**
5. Horizontal – **cross-sectional policies**

The target groups of the Action Plan included asylum seekers and any beneficiary of international protection, immigrants, Roma, people with disabilities, students belonging to vulnerable groups, and the LGBTQI+ community³⁰.

Guide for the rights of hate crime victims

Promoter - National Ministry of Justice

Country - Greece

Description

Another initiative that can be considered a good practice against racism and intolerance is the '*Guide for the rights of hate crime victims*' that was published by the Ministry of Justice in 2021. This guide provides a detailed outline of hate crime victims' rights in ten different languages including Greek. This contributes to the effort of accessible information for vulnerable persons, and it includes the definition of a racist crime. It comprehends a list of actions the victim can accomplish from the time it occurs (from reporting it to the criminal proceedings), the victim's rights, and what happens after the Court makes a decision, and it also provides a list of services for the protection and support of any victim in need. The Guide was designed by the National Council Against Racism and Intolerance (ESRM), with the assistance of an external scientific expert. Its current form is the result of a lengthy process of consultations and collaboration between ESRM and stakeholders from civil society.

Contact - racistviolence@nchr.gr

Guide - [Guide for the rights of hate crime victims](#)

The Racist Violence Recording Network (RVRN)

Promoter - National Commission for Human Rights (NCHR)

Country - Greece

³⁰ Hellenic Ministry of Justice (2020) National Action Plan against Racism and Intolerance 2020-2023, pp. 50-71 [online]. Available at: <https://moj.gov.gr/wp-content/uploads/2021/03/NAPRI-en.pdf>



Description

The Racist Violence Recording Network (RVRN) can also be considered a good practice, as it has been an important factor in improving hate crime recording with a racist bias. It was founded on the 1st of October 2011 by the National Commission for Human Rights and the UNHCR in Greece. Since then, it has been a core pillar in the battle against racism and intolerance in Greece, with 52 NGOs in collaboration with RVRN providing medical, legal, and social services to victims of racist crimes³¹.

The phenomenon of racist crimes in Greece continues to be in the foreground, even as new legislation is designed, and more good practices are implemented. Greece as an EU member state has come a long way in the last decade, amending the legal framework to include EU Directives and recommendations that make the Greek legislation more accurate and inclusive, as well as stricter when it comes to racist crimes. Although considerable progress has been achieved, new strategies continue to be designed to improve the legal framework even more, as well as introduce new good practices to combat racism and intolerance.

Contact - racistviolence@nchr.gr

Webpage - [Racist Violence Recording Networking](#)

Good Practices – Spain

The Diversity Management Unit of the Municipal Police

Promoter - Unidad de Gestión de la Diversidad, Policía Municipal de Madrid

Country - Spain, Madrid, Barcelona and Granada

Description

The Diversity Management Unit of the Municipal Police works as a specialized unit supporting victims related to hate crimes, as well as discriminatory acts and intolerance due to racism and xenophobia, sexual orientation and identity, gender, religious practices, ethnic origin, social exclusion, functional diversity, disability, aporophobia and ideology.

These units collaborate with LEAs, NGOs, administration and OSC including communities affected by hate crimes and discriminatory acts. Its main functions are:

- **Reception of complaints** of hate crimes committed both in person and through social networks,
- Attention, protection and guidance to victims,

³¹ Racist Violence Recording Network [online]. Available at: <https://rvrn.org/en/>

For more information on the RVRN, also see: <https://www.nchr.gr/en/racist-violence-recording-network.html>



- **Collaboration with NGOs** for victims and in the field of protecting human rights,
- **Coordination** with the different departments of the Municipal Police.

Likewise, this Unit is specialized in the attention, treatment and reception of complaints from people with any type of diversity (physical, organic, sensory and intellectual). It has specialized personnel trained for working with vulnerable groups.

Additional to reporting and victims' attention, they offer resources that it uses to facilitate the reporting procedure:

- **Proceedings in Braille**, voiced proceedings and proceedings in DAISY format for people with visual disabilities,
- **Sign language interpreter** provided,
- Collaboration with the UAVDI (Attention Unit for victims with intellectual disabilities), where a facilitator is available to victims with intellectual disabilities to act as a translator between the police officer and the victim who needs it,
- Facilitate proceedings on the rights that assist the victim of a crime in clear language,
- Other good practices are based on **intercultural and interdimensional approaches**, as well as gender perspective.

They carry out inspections of leisure venues and public establishments to verify that they comply with the regulations on universal accessibility. As proof of the positive impact of the Madrid unit, the number of investigations and reporting increased in 2018 compared with previous years. It could be said that the units are a good practice to address the specific phenomena of underreporting.

Contact - delitosdeodio@madrid.es

Website - [Unidad de Gestione de la Diversidade](#)

Useful tool - [Buenas Practicas Integration](#)

Está en tu mano (It's in your hand)

Promoter - Asociación Columbares

Country - Spain, Murcia

Description

"Está en tu mano" is an initiative of the Columbares Association whose purpose is to **prevent hate speech through awareness, training, advisory and accompanying victims of hate crimes**. Also, the association has an area for social research related to hate crimes. All these actions are brought together in three projects that mark the different lines of work:



- **Act:** It encompasses all the activities of the project "Raising awareness to prevent hate messages on the internet and promote inclusive speeches".
- **Accompanies:** It provides psychological help and legal advice within the framework of the project "Assistance to victims of hate crimes".
- **Analyze:** It includes the actions of the project "Research on the informative treatment of hate speech in the media".

The project intends to **raise awareness among the population** to prevent hate messages and improve citizen coexistence, promoting a more inclusive and integrated environment. Likewise, the final objective is to contribute to improving the media and the social network's treatment of information in areas related to hate crime and more specifically migrant communities. From the point of view of assisting and accompanying victims, its program is mainly based on **helping victims to overcome discrimination and contributing to improving the reporting procedures** offering them legal and psychological assistance. The association develops a broader initiative to understand underreporting in Spain. With this aim, they organized a national conference about underreporting bringing all actors involved in the reporting.

Contact - estaentumano@columbares.org

Website - <https://estaentumano.org/>

Useful tool - [Recursos Educativos](#)

