INFORMATION AGAINST HATE CRIMES TOOLKIT (INFAHCT)

PROGRAMME DESCRIPTION

OSCE ODIHR

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BACKGROUND

The Information Against Hate Crimes Toolkit (INFAHCT) is an assistance programme aimed at improving systems for monitoring and collecting data on hate crimes. INFAHCT achieves this by helping to build and strengthen the policies and capacities of national institutions and other structures to collect data on hate crimes.

Hate crimes pose a threat to equality, social cohesion and the security of individuals and communities. Addressing hate crimes effectively requires a multi-faceted approach involving a country's political leadership, justice system, social services and civil society. Such a comprehensive response to hate crimes must be based on a thorough understanding of the nature and scope of the problem.

In recent years, a number of international organizations have prioritized the need for member states to strengthen hate crime recording and data collection.[1] Participating States of the Organization for Security and Co-operation in Europe (OSCE) have specifically recognized the need to collect data on hate crimes in order to develop evidence-based responses. The OSCE participating States have committed themselves to:

1 ODIHR collaborates closely with a number of United Nations agencies, as well as the Council of Europe's European Commission against Racism and Intolerance (ECRI). The European Commission's support, along with initiatives by the EU Agency for Fundamental Rights (FRA) have enabled co-operation with ODIHR on country-specific projects to strengthen hate crime registration systems across the EU member states.

- Collect, maintain and make public reliable data and statistics in sufficient detail on hate crimes, including the numbers of cases reported to law enforcement agencies, the numbers prosecuted and the sentences imposed;
- Take appropriate measures to encourage victims to report hate crimes;[2] and
- Facilitate the capacity development of civil society to contribute in monitoring and reporting hate-motivated incidents;[3]

INFAHCT, developed by the OSCE Office for Democratic Institutions and Human Rights (ODIHR), applies the principles and recommendations from ODIHR's *Hate Crime Data-Collection and Monitoring Mechanisms: A Practical Guide* to national realities.[4] As such, it contributes to fulfilling ODIHR's mandate to "assist participating States upon their request in developing appropriate methodologies and capacities for collecting and maintaining reliable information and statistics about hate crimes."[5]

As a programme aimed at achieving structural changes in the way states collect hate crime data, INFAHCT complements ODIHR's other capacity-building tools, which are designed to improve how police officers,[6] prosecutors[7] and civil society[8] respond to hate crime.

This publication describes the INFAHCT programme and outlines its implementation. Participating States interested in further information are encouraged to contact ODIHR, either directly or through their country's mission to the OSCE in Vienna.

2 OSCE Ministerial Council, Decision No. 9/09, "Combating Hate Crimes", Athens, 2 December 2009 <https://www.osce.org/cio/40695?download=true>.

3 OSCE Ministerial Council, Decision No. 13/06, "Combating Intolerance and Discrimination and Promoting Mutual Respect and Understanding", Brussels <https://www.osce.org/mc/23114?download=true>.

4 *Hate Crime Data Collection and Monitoring: A Practical Guide*, OSCE Office for Democratic Institutions and Human Rights, 2014 <http://www.osce.org/odihr/datacollectionguide>.

5 OSCE Ministerial Council, Decision No. 10/05, "Tolerance and Non-Discrimination: Promoting Mutual Respect and Understanding", Ljubljana <https://www.osce.org/mc/17462>.

6 *Training Against Hate Crime for Law Enforcement (TAHCLE): Programme Description*, OSCE Office for Democratic Institutions and Human Rights, 4 October 2012 <http://www.osce.org/odihr/tahcle>.

7 *Prosecutors and Hate Crime Training (PAHCT): Programme Description*, 29 September 2014 <http://www.osce.org/odihr/pahct>.

8 *Coalition Building for Tolerance and Non-Discrimination: A Practical* Guide, OSCE Office for Democratic Institutions and Human Rights, 25 June 2018 <https://www.osce.org/odihr/385017>.

WHY DOES HATE CRIME DATA COLLECTION MATTER?

ODIHR's annual reporting on hate crimes demonstrates that there is a chronic lack of reliable and comprehensive national data on hate crimes across the OSCE region.[9] Accurate and comprehensive data on hate crimes only emerge when there is an effective and comprehensive system to record them, and when information and statistics from various branches of government and from civil society sources can be effectively collated, while also taking into account the number of unreported hate crimes.

Robust hate crime data and robust data collection mechanisms are needed to:

- **Prosecute and sentence hate crime offenders**.
  Recognizing and capturing hate crimes as a separate category of crimes enables dedicated investigation, prosecution and sentencing according to hate crime laws.

- **Identify hate crime victims and record their needs.**
  Responding to the specific needs of hate crime victims is only possible if cases can be identified and registered as hate crimes.

- **Communicate the criminal justice response to hate crimes.**
  Publishing statistics and communicating about cases and trends not only informs victims, affected communities and the broader public about the government's response, but also helps build trust in criminal justice systems and create partnerships.

- **Understand the prevalence and nature of hate crimes.**
  Capturing data on the number and types of hate crimes allows states to identify trends, better target prevention efforts and design responses effectively. States can consider both the recorded criminal justice data and also take into account unreported hate crimes to measure the effectiveness of initiatives to address the phenomenon.

Many agencies need to be involved in the data collection process if accurate and comprehensive hate crime data are to be collected. Increased co-operation between key actors (police, the prosecutor's offices, courts, victim support structures, relevant ministries, equality bodies and civil society involved in monitoring hate crimes) in building a robust hate crime data collection process can also have a positive secondary effect on their sectoral approaches to addressing hate crimes – be it when investigating, prosecuting or adjudicating cases, supporting hate crime victims, or when formulating hate crime policies or laws that span the competencies of multiple ministries.

9 ODIHR's dedicated hate crime reporting website: <http://hatecrime.osce.org/>.

WHAT IS INFAHCT?

INFAHCT primarily addresses the problems of:

1. Under-reporting of hate crimes by victims;
2. Under-recording of reported incidents; and
3. The lack of robust statistics on hate crimes.

INFAHCT offers a menu of options to build or improve national policies, institutions and other structures to record hate crimes and collect and present hate crime data. It aims to increase co-ordination among government agencies, as well as collaboration with civil society organizations involved in monitoring hate crimes.

INFAHCT identifies eight policy areas that participating States should address, in line with their OSCE commitments. Any OSCE state can select priority areas, or request holistic implementation of the programme's toolkit. INFAHCT offers a set of tools that can be used for each policy area, in co-operation with ODIHR.

The availability of hate crime data, approaches to hate crime recording, compilation of hate crime statistics and institutional landscapes vary significantly from one state to another. INFAHCT builds on ODIHR's broad experience improving hate crime data collection mechanisms in different countries and on a set of standardized tools, methodologies and approaches, based on ODIHR's publication: *Hate Crime Data-Collection and Monitoring Mechanisms: A Practical Guide*.

INFAHCT solutions will be tailored to the specific needs of each state and made compatible with approaches already in place. As such, an assessment of existing practices, gaps and opportunities for improvement will be carried out before implementation of the INFAHCT programme.

For the implementation of INFAHCT solutions to be successful, the national partners might need to work closely with and involve various government bodies. The INFAHCT programme is designed to be used by national agencies, departments or officials working with hate crime data and that are in a position to formulate or influence policies for registering crimes, compiling crime statistics or co-ordinating national hate crime response efforts. Units within the police, the ministries of interior or of justice, the prosecutor's office and the judicial administration are the most likely national partners that will need to engage with the INFAHCT programme.

OVERVIEW OF INFAHCT ACTION AREAS

INFAHCT offers assistance in eight main policy areas, which are outlined here and explained in detail in Annex I.

Each area covers an important aspect of good practice for hate crime data collection. Taken together, these eight areas form the elements of a comprehensive system for hate crime data collection. As such, these areas can also be used to diagnose the main gaps in existing national data collection systems. This overview, while not exhaustive, lists the main actions national authorities need to take in order to produce robust hate crime data.

Establishing a hate crime recording framework

The first step in recording hate crimes is to ensure that they are correctly identified. This requires police, prosecutors or other officials to be equipped with the knowledge to effectively identify hate crimes. However, the main area of focus is the creation of a typical framework that is needed to capture all the relevant information once a hate crime has been identified.

Recommended measures include:

- Developing a standard monitoring definition of hate crime that is applied across the government;
- Designing an integrated recording policy, and developing departmental policies, instructions and guidelines to implement it; and
- Updating the forms that are used to record hate crimes.

Institutionalizing co-ordination and co-operation among key actors

A strong co-ordination mechanism is necessary to streamline how criminal justice systems handle hate crime cases and data. A strong co-ordination mechanism may also provide for recording of incidents that may have been reported to outside entities, such as national human rights institutions or civil society groups.

Recommended measures include:

- Setting up a mechanism to co-ordinate the flow and exchange of hate crime data;
- Development of cross-sectoral policies in co-ordination with other partner agencies; and
- Co-operating with civil society organizations as useful sources of information and partners.

Storing, using and compiling recorded hate crime data

Most crime records are stored and managed within a government's electronic databases. To enable rapid identification of hate crime cases, case file flow, and compilation of statistics, adjustments to existing information technology (IT) tools may be necessary.

Recommended measures include:

- Updating the IT systems across criminal justice agencies to enable identification, categorization and flagging of hate crime cases;
- Improving communication across various IT systems; and
- Developing IT systems so that they can generate hate crime statistics.

Reviewing recorded data

Even robust recording systems can fail to capture all relevant reported cases of possible hate crimes. A mechanism should, therefore, be put in place to remedy potential shortcomings of initial recording activities.

Recommended measures include:

- Identifying ways to set up a hate crime data review system; and
- Setting up a system to synchronize the recording of hate crimes by police and prosecutors.

Analysing and publishing available information

Once a system has been established and begins to generate and compile hate crime data, trends can be analysed to identify how to improve policing, prosecution and victim support. This information, as well as updates on the action of the authorities against hate crimes, should also be disseminated as broadly as possible.

Recommended measures include:

- Preparing a national hate crime report and other tools to inform the public about state responses to hate crimes.

Improving recording through training

Many OSCE participating States train police officers, prosecutors and others to effectively identify and address hate crimes. In addition to this generic hate crime training, those working with hate crime data should also be trained on recognizing, categorizing and registering hate crime cases.

Recommended measures include:

- Developing a training module dedicated to recording hate crimes.

Assessing the level and nature of unreported hate crime

Hate crimes are chronically under-reported to law enforcement agencies. Understanding the full picture of hate crimes in a given state may, therefore, require authorities to look beyond the scope of hate crime reported to the police and consider other ways of mapping the hate crime situation.

Recommended measures include:

- Preparing hate crime victimization surveys and other research activities to identify unreported hate crimes; and
- Making use of other sources of information outside the criminal justice system, such as surveys and reports by international organizations or civil society organizations.

Increasing the level of reporting

Having a solid system to record hate crimes, working with hate crime victims and their communities and the overall response to hate crimes are likely to impact positively on the level of reporting to the authorities. In addition, governments should seek ways to increase reporting outside the criminal justice system.

Recommended measures include:

- Raising the awareness of police, targeted communities and the public of hate crimes and ways to report them;
- Introducing alternative ways to report hate crimes; and
- Supporting community policing approaches.

FORMS OF ASSISTANCE THAT ODIHR PROVIDES

Once the needs of a state have been established based on the above action areas, ODIHR can assist in implementing the solutions identified. This section lists the types of assistance typically provided by ODIHR:

Consultation and advice

ODIHR will advise on the issues identified. Its mandate has translated into broad experience assisting OSCE participating States on improving their responses to hate crimes. ODIHR has acquired a comparative international overview and technical insights into the functioning of national hate crime data collection systems.

ODIHR staff can, therefore, provide direct advice to the authorities, either through a written report or an in-person presentation. This advice is based on ODIHR's approach to hate crime and knowledge of effective solutions implemented in countries across the OSCE region, and is customized to suit local conditions. ODIHR can also facilitate co-operation with academics, independent experts and government officials from other countries.

Thematic participatory workshops

Thematic workshops dedicated to solving specific problems are a highly effective method of supporting national authorities. These workshops combine ODIHR's expertise and the impetus for change it brings, with the knowledge of local practitioners. Participants come from the relevant public bodies, civil society organizations and other international organizations, as needed. This allows for very technical and engaged exchanges focused on the problem at hand.

The outcomes of these workshops vary depending on the issue, from broad recommendations on ways to improve hate crime recording, to a national monitoring definition of hate crime, to highly technical documents outlining the changes needed in police or prosecutors' databases.

Standardized tools to improve hate crime recording and data collection

ODIHR has also developed a set of tools to address various aspects of hate crime recording and data collection. These tools can be customized and delivered to interested national partners.

These tools include guidance on developing a monitoring definition of hate crimes; an instruction for the police on registering hate crimes; a template document for national hate crime recording policy; a national hate crime report template; a training module on identification, categorization and recording of hate crimes; and methodologies for various types of victimization surveys. ODIHR will continue to develop and share similar tools.

International institutional assistance

ODIHR works closely with other international organizations, such as the EU's Agency for Fundamental Rights (FRA), the European Commission, the Council of Europe's European Commission against Racism and Intolerance (ECRI) and the UN Refugee Agency (UNHCR). As part of INFAHCT, ODIHR can facilitate engagement with these partners based on their mandates and interests, including on potential support for specific hate crime data collection related projects.

Assistance in implementing technical solutions

Thematic workshops may lead to a need for technical solutions. Beyond advising on the topic, ODIHR can also help undertake such tasks, which could include introducing anonymous reporting forms for police websites, building public online hate crime information and reporting portals, or putting in place new IT systems for better communication by public bodies about hate crime cases.

INFAHCT IMPLEMENTATION STEPS

The steps below outline the typical implementation of INFAHCT in a given country. These can be modified, upon agreement between the national partner and ODIHR.

Step One: Expression of interest and initial consultation

Any participating State or OSCE field operation (within the framework of its mandate) may express interest in ODIHR's assistance under the INFAHCT programme. Typically, a public body approaches ODIHR to discuss national needs and co-operation. This request and initial discussion lead to an agreement on the format of the needs assessment.

Step Two: Needs assessment

No assistance can be provided without a thorough assessment of the country's needs. ODIHR will conduct desk research to map the current national hate crime data collection landscape.

In addition, there are three avenues that can be used to identify priority areas. These are described in more detail in the following section and outlined below:

- One-day joint participatory **diagnostic workshop**, conducted in partnership with the body which requested INFAHCT assistance;[10]
- A national hate crime **data collection audit**, conducted independently by ODIHR; and/or
- **A national self-assessment** of the needs and determination of priority areas for action, conducted or commissioned by the requesting body on the basis of the Overview of INFAHCT action areas in Annex I.

All three formats result in a **needs assessment report**, which includes the main issues identified and sketches out possible solutions to address them.

Step Three: Identifying national partners and request for assistance

The selection of a national partner is essential to ensure a lasting improvement in hate crime data collection. Their selection must take into account their mandates, staffing, financial possibilities and their position in the national governmental structure, as implementing solutions can take time and prove relatively costly, or require the involvement of several agencies.

The findings of the needs assessment report help determine the national partner. This can either be the body that initially approached ODIHR or another agency identified through the needs assessment. Formal consent and a real institutional commitment will be required of national partners. The agreement of these national partners constitutes a formal request for assistance. Each national partner should nominate a contact point responsible for INFAHCT assistance.

10 In EU member states, the diagnostic workshops have been conducted jointly with FRA. Such joint needs assessments can lead to trilateral (ODIHR-FRA-national partner) follow-up co-operation on implementation of selected INFAHCT solutions.

Step Four: Action planning and agreement on assistance

After a country's needs, main action areas, suggested solutions and national partners have been identified, there needs to be detailed planning and agreement on the precise forms of co-operation. The INFAHCT programme's assistance planning takes into consideration varying complexities, costs and duration of interventions. This is a tailored process and agreement on the assistance programme will be adapted to the actual needs and preferences of the partners.

If only one area is identified, or a series of simple interventions are required, actions to be taken by ODIHR and the national partner, cost distribution and the timeline can be agreed through an **email or exchange of letters** between the national partner and ODIHR, unless a more formal approach is preferred.

More formal ways of planning and commitment will typically be required in assistance scenarios, which involve one or more of the following situations:

- Several national partners are involved;
- Extensive preparation, including removing political barriers, is required;
- Extensive co-ordination with other entities or involvement of top leadership of participating bodies is required;
- Implementation will take place over an extended period of time;
- There will be significant cost involved;
- There is a combination of several different interventions; or
- ODIHR or the national partner require a more formal approach.

In these cases, the implementation of ODIHR assistance typically requires:

- A detailed **action plan**, agreed by the partners and ODIHR, that includes objectives, expected outcomes, specific actions, the duration of co-operation and operational details, and;

- A **memorandum of understanding** (MoU) signed between ODIHR and its partners that incorporates the main aspects of the action plan and outlines the responsibilities of each partner and ODIHR. The MoU will include provisions on monitoring the implementation of the action plan, a post-implementation evaluation by ODIHR, and further follow-up activities agreed among partners.

Step Five (Optional): Introductory workshop

Throughout the planning stage, or following the agreement, ODIHR can organize a workshop to present the planned work, to raise awareness among important national stakeholders about the need to improve hate crime data collection, and to win their support and involvement should national partners so request.

Step Six: Assistance provision and project implementation

ODIHR will provide assistance and implementation will be undertaken by the national partners, as agreed. The agreement can limit the scope of work to a selected geographical area, for example a municipality or a region, instead of the whole country. This approach can also be used to pilot some of the INFAHCT solutions.

Step Seven: Monitoring, evaluation and follow-up

Implementation monitoring will be included as part of the MoU and, following the implementation of INFAHCT, ODIHR can facilitate an independent evaluation. National partners will provide information and other assistance to the evaluator, as needed. Monitoring and evaluation will specifically address the involvement of men and women in the process, and its impact on each group.

ODIHR will also help determine the best way to present the results of INFAHCT, including through the organization of national or international events on the progress achieved.

Upon request, ODIHR will further assist national authorities involved in the implementation of INFAHCT solutions through the implementation other tools to address hate crimes.

IDENTIFYING ASSISTANCE NEEDS

To determine the priority areas to improve data collection, a clear understanding of the current framework and its shortcomings is necessary, as per Step Two, outlined above.

INFAHCT offers three approaches to conducting diagnostic assessments of the current systems in place:

The diagnostic workshop

This is a one-day event organized by ODIHR in the requesting state. It aims to:

- Raise awareness of the authorities concerning the importance of hate crime data collection and the main principles guiding this process;
- Discuss and identify gaps in national hate crime collection processes; and
- Prioritize resolution of the identified issues.

Both decision-makers and experts working with hate crimes and hate crime data should attend this event, as should civil society groups that are actively monitoring hate crimes. All the relevant state bodies dealing with hate crimes should be represented, and participants are expected to actively contribute to the discussion. The national partner, or the body that requested ODIHR's support, should secure the participation of the aforementioned groups in the event. The result of the discussions undertaken at the workshop informs ODIHR's needs assessment report. ODIHR funds the travel of its staff to the workshop, and can cover the costs of interpretation.

A sample agenda for the workshop is available in Annex III.

The hate crime data collection audit

This audit is conducted independently by ODIHR and takes place during country visits by ODIHR's experts over a period of one to three days. The visit is used to meet with national practitioners who have relevant expertise and knowledge about the process for collecting hate crime data. The audit findings inform the needs assessment report, which is drafted by ODIHR following the visit. ODIHR covers the costs of the visit but the national partner, or the body that requested ODIHR's support, should facilitate the visit, for example by providing a space where ODIHR can meet with interlocutors.

National self-assessment

This is reserved for partners with a pre-conceived idea of what action is needed to improve their hate crime data collection process. The Action Areas (Annex I) and ODIHR's hate crime data collection guide[11] should be used to identify such priority actions. National self-assessments should be presented to ODIHR along with the state's reasoning on why the selected actions are considered a priority. ODIHR will include the national self-assessment in the needs assessment report it drafts, based on available information and desk research. The needs identified by the national partner will be considered as priorities for action under the INFAHCT programme, unless they are clearly unrealistic. National partners are fully responsible for conducting the self-assessment.

While national partners select which of the above options they wish to use, ODIHR recommends that all states have either a diagnostic workshop or a data collection audit to enable ODIHR and themselves to develop a better understanding of the local situation.

11 Hate Crime Data Collection and Monitoring: A Practical Guide, op.cit., note 4.

INFAHCT IMPLEMENTATION COST-SHARING

Precise cost-sharing arrangements will be detailed in the Memorandum of Understanding and/or determined on a case-by-case basis.

In general, ODIHR will cover costs related to:

- ODIHR staff and other experts sent to the country by ODIHR;
- The translation of materials and interpretation services during meetings, workshops and other events; and
- The evaluation of the programme.

The national partner generally provides:

- The venues for meetings with the authorities, for workshops and events; and
- Participant-related costs, such as travel, accommodation and food, as relevant.

Following the completion of the agreed activities, all related costs will be borne by the national authorities.

OUTCOMES AND IMPACT

Implementing INFAHCT or elements of it will have positive short-term and long-term effects. Victims of hate crime, affected communities and the public are the main beneficiaries of improved data collection systems. Governmental bodies, criminal justice system agencies and agencies responsible for providing support to victims will all benefit, because better data on hate crimes mean better informed policymaking and more collaborative communities.

A robust system to record hate crimes, compile and analyse the recorded data, and work towards the full understanding of hate crime situation, including the unreported incidents, are vital aspects of a national response to hate crimes.

When officials are effectively trained, there is better inter-agency co-ordination, and the policies for recording hate crimes are improved, more hate crime cases will be recorded resulting in an increase in hate crime prosecutions and sentencing judgments.

Overall, improvements in the government's ability to record and track hate crime cases will strengthen the trust of the communities in the criminal justice system and lead to increased rates of reporting.

ANNEXES

Annex 1: Overview of INFAHCT action areas

INFAHCT action areas can be used to identify the main gaps in a national data collection system. The overview below is not exhaustive. Rather, it lists the main actions local authorities should consider taking to produce comprehensive and accurate hate crime data.

Establishing a hate crime recording framework

The following actions should be considered:

1. Develop and agree on a monitoring definition, defining the types of acts the authorities will register as hate crimes;
2. Develop a policy on hate crime recording, incorporating and implementing the monitoring definition, and setting-up data-sharing processes among the agencies involved;
3. Improve the recording of hate crimes within each of the criminal justice bodies involved, by:
    - Updating the police incident reporting forms to capture information identifying an incident as a hate crime;
    - Drafting instructions for police agencies on using available IT and forms to capture bias indicators, bias motivations and to flag hate crime cases and provide correct preliminary legal qualification;
    - Drafting guidance for prosecutors on recording of hate crimes and prosecutorial action in hate crime cases and synchronizing this with approaches by police;
    - Drafting instructions or guidance for the judicial administration and/or courts to report on judicial outcomes in hate crime cases; and
    - Drafting a protocol for assessment of needs of hate crime victims and provision of support, linked with and triggered at the moment a potential hate crime has been recorded.

Institutionalizing co-ordination and co-operation among key actors

The following actions should be considered:

1. Develop a cross-governmental policy to determine the flow of recorded data on hate crimes, the roles of various entities, to establish a national "hate crime data leads" and determine processes for the centralized compilation of hate crime data and production of statistics;
2. Establish a national co-ordination mechanism in the form of a regularly meeting working group, bringing together representatives of all the agencies and civil society organizations (CSOs) working with hate crime complaints, incidents and statistics;
3. Ensure the regular exchange of information on hate crimes between the criminal justice system bodies and other entities, such as the equality body or CSOs monitoring hate crimes; and
4. Form a joint hate crime monitoring network comprising government bodies and CSOs.

Storing, using and compiling recorded hate crime data

The following actions should be considered:

1. Update the police agencies IT tools and/or databases to enable them to perform the following functions:
    - Capture bias indicators in a structured way;
    - Identify bias motivation(s);

- Provide correct preliminary legal qualification (where relevant) by listing all hate crime provisions in the criminal code and enabling selection among them;
- Flag a case file as a (potential) hate crime, and have the flag accompany the case file; and
- Facilitate the implementation of the above by the recording officers (use of prompts, pop-ups, mandatory fields, automation and building in links between the above functions).

2. Update, connect or synchronize the IT used by police agencies with the system used by prosecutors to enable transfer of recorded information on hate crimes;
3. Update the IT systems and/or database used by the prosecutors to capture:
   - The hate crime flag, type of bias motivation, bias indicators, hate crime provisions invoked in the indictment, and prosecutorial/judicial outcomes;
   - Any removal or alteration (during investigation, prosecution) of the hate crime flag and the reasoning for the change in the crime status; and
4. Provide for easy filtering and search of the hate crime cases across the IT systems used at all stages of the proceedings, in order to produce statistics.

Reviewing recorded data

The following actions should be considered:

1. Set up a comprehensive review system to verify accuracy and consistency of data, as well as gaps in recording of hate crimes; and
2. Set up separate review mechanism for the prosecutors and courts to handle registered potential hate crimes, where hate crime flagging has not been implemented and/or the flag cannot transfer from police systems to those of prosecutors.

Analysing and publishing available information

The following actions should be considered:

1. Analyse available data in their entirety in order to arrive at conclusions about the scope, nature and development of the hate crime problem, as well as to inform further action;
2. Publish hate crime data at least once per year to inform the public. This enables scrutiny and increases the public's trust in the work of the criminal justice system. The report on the data could also identify the trends, lessons learned and priorities for government action;
3. Inform the public about other initiatives to improve the recording and data collection on hate crimes, as well as sectoral policies and work of the government co-ordination mechanism; and
4. Develop a dedicated website to report hate crime statistics and other related information.

Improving recording through training

The following action should be considered:

1. Develop a specific training (programme or module) focused on correctly recognizing, categorizing and registering hate incidents.

Assessing the level and nature of unreported hate crime

The following actions should be considered:

1. Make use of available data (official, international, civil society monitoring) to identify potential target groups;
2. Broaden the scope of existing crime (victimization) surveys or a census by including questions about hate crime victimization;
3. Regularly conduct a specific hate crime victimization survey or research activity;

4. Support and/or co-operate with academia and CSOs on joint research or surveys; and
5. Use data available to international organizations, based on their research or surveys of local populations on issues of discrimination or hate crime, to complement nationally available information.

Increasing the level of reporting

The following actions should be considered:

1. Conduct awareness-raising campaigns, targeting the general public, communities known to be vulnerable to hate crimes, and police.
2. Set up a network of community liaison officers within the police force across the country, including hate crime specialists;
3. Build or encourage additional systems for reporting hate crimes to police, such as telephone hotlines and online reporting tools, including anonymous online forms; and
4. Build the capacity of the police to act on reports from third parties, such as the Ombudsman's Office or a CSO.

Annex 2: Typical INFAHCT assistance

ODIHR offers the following types of support corresponding to the action areas in Annex I. This list is non-exhaustive and other assistance scenarios can be agreed upon.

Establishing a hate crime recording framework

- Provide advice on the process of developing national policy on (recording of) hate crimes, based on ODIHR's methodology;
- Conduct a thematic workshop focused on developing the monitoring definition, based on a list of typical policy questions;
- Conduct a thematic workshop focused on improving the processes for recording by the police, including improving the forms used to record hate crimes;
- Provide sample guidelines for prosecutors on prosecuting and recording hate crimes, and advice on how guidelines can be customized;
- Provide sample police recording instructions and advice on how they can be customized; and
- Facilitate sharing of experience with other countries.

Institutionalizing co-ordination and co-operation among key actors

- Provide advice on setting up and co-ordinating a working group, and on the drafting of a protocol on co-operation in data collection;
- Conduct an awareness-raising workshop for the working group members
- Participate in initial meetings of the working group;
- Provide advice on best practices from other states and facilitate the sharing of experience from countries that instituted co-ordination;
- Provide advice on government-CSO data sharing agreements;
- Facilitate the exchange of experience on setting up a hate crime monitoring network, involving government bodies and CSOs;

- Train the monitoring network member entities (CSOs); and
- Provide CSOs involved in monitoring hate incidents with electronic tools (reporting platform/database) to store hate incident data.

Storing, using and compiling recorded hate crime data

- Provide detailed advice on necessary changes in the available IT tools;
- Provide access to an expert who can work with local authorities to recommend database modifications;
- Provide advice on streamlining processes for reporting and centralizing recorded hate crime data;
- Conduct a thematic workshop focused on IT solutions; and
- Facilitate the exchange of experiences from other states, specifically on flagging, case file management and police-prosecution database integration.

Reviewing recorded data

- Conduct a thematic workshop to discuss possible review options; and
- Facilitate exchange of experiences from other states, specifically on reviewing the quality of recording.
- Analysing and publishing available information
- Provide advice on setting up a national hate crime portal to present work and data on hate crimes;
- Facilitate exchange of experiences from other states, specifically on drawing lessons from hate crime data;
- Conduct a thematic workshop to discuss options and present good practices on publishing hate crime data; and
- Provide an ODIHR-designed template for a national hate crime report.

Improving recording through training

- Provide standardized training modules on identification and recording of hate crimes and on how to customize according to local conditions; and
- Provide advice on improving existing training, based on ODIHR's training methodology.

Assessing the level and nature of unreported hate crime

- Conduct a thematic workshop on available methods of victimization survey/research (including a review of current surveys for opportunities to add questions on hate crime);
- Provide advice on victimization research methods, based on ODIHR's tested methodologies; and
- Provide access to an expert who can advise on the most relevant method of survey/research.

Increasing the level of reporting

- Share sample awareness-raising material (video, leaflets, posters) and customize them according to local conditions;
- Facilitate exchange of experience from other states on raising awareness of hate crimes;
- Conduct thematic workshop building on good practice from other states, specifically on community outreach and the function of local community liaison officers;
- Provide advice on alternative ways to report hate crime and related assistance to law enforcement agencies and CSOs; and
- Provide CSOs with electronic tools (reporting platform/reporting app) to facilitate the reporting and storing of information on hate incidents.

Annex 3: Sample agenda of INFAHCT diagnostic workshop

09:00 – 09:30	**Welcome and Introduction** Welcome, introducing organizers, participants, expectations and outlining the objectives of the workshop
09:30– 11:00	**Hate crimes in country X: Setting the scene** Presentations, followed by a discussion • Introducing the hate crime concept, bias indicators and observations from intergovernmental organisations (Presenters: ODIHR) • National hate crime situation: Incidents, victims, scope and nature of the problem (Presenters: Ombudsman's Office, NGO representatives) • Mapping the institutional and legal landscape (Presenters: Ministry of Interior/ hate crime response co-ordinator)
11:00 – 11:30	**Coffee Break**
11:30 – 12:00	**Recording hate crimes: What, why and how** • Why record hate crimes and collect data; principles of recording hate crimes (Presenters: ODIHR)
12:00 – 13:00	**National picture I: How things are done today** Presentation of national recording and data collection infrastructure: • Police identification and recording of hate crimes, and hate crime data management (Presenters: Police, Ministry of Interior) • Hate crime recording and case file management: Prosecutors' and courts' perspective (Presenters: Prosecutor, judicial data expert)
13:00 – 14:00	**Lunch**
14:00 – 15:15	**National picture II: Barriers and challenges** Small group work and discussion aimed at analysing shortcomings in the existing data collection framework • Participants work in small groups to identify problems and potential improvements • Discussion to summarize the strengths and main shortcomings of the current system and initial ideas for improvements (ODIHR facilitates)
15:15 – 15:45	**Coffee break**
15:45 – 16:45	**How things could improve: Solutions and next steps** Presentation of international good practice, discussion of potential solutions and formulation of next steps • Recap issues identified so far and present relevant practices from other states (ODIHR) • Work in small groups/plenary to develop and discuss suggested solutions • Participants formulate recommendations and next steps
16:45 – 17:00	**Conclusion**