



Law Enforcement Officer Programme on Combating Hate Crime

For law enforcement officers to tackle any type of crime, they must first be aware of its existence, and then they need to be armed with the right tools to make an effective response. Hate crime is a prime example of a law enforcement issue where both awareness and the means to respond are often lacking.

In order to fill this gap, the ODIHR, in co-operation with police experts from six OSCE states, developed a training programme for law enforcement officers on combating hate crime.

A working definition on hate crime was developed by the ODIHR, with input from law enforcement experts, for use within the programme. This definition takes national differences into account in terms of legislation, resources, approach, and needs, and thus allows each state to amend the definition as it sees fit. Hence, a hate crime can be defined as:

(A) Any criminal offence, including offences against persons or property, where the victim, premises, or target of the offence are selected because of their real or perceived connection, attachment, affiliation, support, or membership of a group as defined in Part B.

(B) A group may be based upon a characteristic common to its members, such as real or perceived race, national or ethnic origin, language, colour, religion, sex, age, mental or physical disability, sexual orientation, or other similar factor.

FOCUS OF THE PROGRAMME

Originally designed, developed, and delivered *by* police officers *for* police officers, the programme has been expanded to include training for prosecutors and investigating magistrates.

The programme consists of four main components:

1. Training for police officers on all aspects of hate crime: response, investigation, gathering intelligence, sharing information, and working with prosecutors;
2. Developing strategies to combat hate crime that are based on proactive police leadership and community-based partnerships;
3. Developing an effective process for collecting and disseminating data on hate crime; and
4. Training prosecutors on how to use evidence to establish that a crime has been committed.

CURRICULUM

Based on extensive research of training curricula, good practices, and consultations with a broad range of law enforcement officers and non-governmental organizations in OSCE participating States, the curriculum for the training programme is a composite of the most modern and effective law enforcement practices and techniques concerning hate crimes.

CUSTOMIZED TRAINING

The ODIHR and its implementation team work closely with each host country to deliver a programme that is tailored to reflect and address the unique context, conditions, and needs of the particular country and that is implemented *with* law enforcement officers for the benefit of police, prosecutors, and wider communities.

Customization includes:

- Legislative and policy reviews;
- Identification of affected communities;
- Development of case studies appropriate to the host state;
- Integration of state policing policies, procedures, and methods;
- Harmonization of the training programme with existing state training initiatives; and
- Preparation of speakers from state law enforcement agencies and NGOs.

PREPARATION

The preparation phase includes a comprehensive needs assessment within the host state, using the expert assistance of police services, prosecutors, judges, and non-governmental organizations (NGOs). Participants in the needs assessment include senior police officers, senior prosecutors, and judicial officials, as well as NGOs and other community-based organizations involved in assisting victims. The assessment serves to provide an in-depth insight into the experience of law enforcement and judicial officials and NGOs in dealing with the particular manifestations of hate crime in their jurisdiction and also serves to identify and anticipate strengths, obstacles, needs, and opportunities for the programme's success.

IMPLEMENTATION

During the implementation phase, a qualified law enforcement training officer and experienced prosecutor are selected by the host state to participate in an intensive three-day train-the-trainer workshop. These trainers subsequently deliver a customized programme to law enforcement officers and prosecutors in their host country over a period of three to four days.

PROGRAMME OVERVIEW

Below are described the generic components of the curriculum developed for the programme.

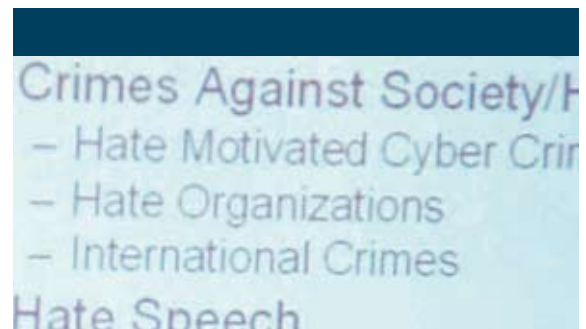
Definitions

Definitions of the following terms are provided along with exercises, case studies, and discussions to investigate and understand their importance in law enforcement:

- Hate crimes;
- Hate incidents;
- Racism and racial discrimination;
- Anti-Semitism;
- Intolerance of Muslims;
- Xenophobia and other forms of intolerance.



ODIHR Director Ambassador Christian Strohal hands a certificate to a Hungarian police officer who completed an ODIHR-sponsored training programme on combating hate crimes in Budapest, 5 May 2005.



Key Programme Principles

Partnership: active engagement of the host state as a key partner in the development and implementation of the programme;

Customization: focus on the needs and priorities of the host state and customization of the programme to reflect local conditions, lessons learned, and best practices;

Sustainability: emphasis on local ownership, roles and responsibilities of programme participants, and ongoing support to participants to sustain results;

Networks: promotion of partnerships, networking and intelligence-sharing between law enforcement agencies and communities, and between international agencies.

History and Significance of Hate Crimes

A brief history of hate crimes is accompanied by a discussion of the differences between terrorism and hate crime, legislated protections against hate crime in the host nation, the application of these protections, and the impact on communities targeted by those who propagate hate.

A Typology of Hate Crime Offenders

The typology includes known offender types, from organized hate groups to thrill-seekers and those offenders acting on a reactive basis.

Symbols of Interest in Hate Crimes

A detailed presentation is provided on symbols of hate and symbols of interest in hate crimes, including examples of where they may be found, their significance in hate crime detection, and their application in intelligence-gathering.

Other Types of Hate Crime

The programme is at the forefront in describing the proliferation of, and ways to combat, hate crimes via mail, the Internet, and through music.

Understanding the Nature of Prejudice and Discrimination

These phenomena are explored in detail, and methods to eliminate their effects are addressed in the classroom. The topic is explored from the perspective of good practices that have made a significant difference in the most successful jurisdictions.

The Impact of Hate Crimes

Victims of hate-motivated crimes are affected much more profoundly than victims of otherwise similar crimes that are not based on prejudice. More importantly, the widespread effects of fear, intimidation, and alienation, which extend well beyond the immediate victims, are the intent of the offenders. This phenomenon is explored through case studies and exercises designed to engage law enforcement officers in examining their role in addressing this aspect of hate crime.

Detection and Identification of Hate Crimes

This section addresses law enforcement in several key activities:

- First response to the scene of a potential hate crime;
- Conducting victim interviews;
- Conducting suspect interviews;
- Investigating hate crimes;
- Preserving and obtaining forensic evidence; and
- Gathering and sharing intelligence on hate crimes and offenders.

Good practices are examined through group sessions, case studies, presentations from state authorities, and handouts that may be developed as job aids for responding and investigating officers.

Training elements covered in this section constitute state-of-the-art techniques and practices. The material provided is among the most comprehensive in the world.

Managing Victim Relations

Participants are introduced to models and tools for managing victims of, and witnesses to, hate crimes. Topics include:

- Victim relations;
- Victims as key prosecution witnesses;
- Assessing victim and witness impact;
- Witness intimidation;
- Risk management; and
- Victim information.



Acting Inspector Tim Parsons of the Race and Diversity Unit of the City of London Police gives a presentation on hate crimes to police trainers in Croatia, 30 June 2006.

Crimes Against Persons
Crimes Against Property
Crimes Against Society/Humanity
– Hate Motivated Cyber Crime
– Hate Organizations

“The effect of hate crime is more severe because the victim is not random. The victim is especially selected because of a particular trait, which often instills a sense of fear in an entire community.”

— Acting Inspector Tim Parsons of the Race and Diversity Unit of the City of London Police

Data Collection and Management

The programme includes a component on developing processes for collecting and disseminating data on hate crimes. An assembly of law enforcement experts on hate crime data collection was convened in Warsaw in May 2005 to review a prototype developed under the auspices of the programme.

The proposed data-collection methodology was designed to blend as seamlessly as possible with existing systems of law enforcement data collection. A copy of the data-collection template is included in the training curriculum. The template provides a valuable tool for law enforcement officers in OSCE states to use when recording and reporting on hate crimes.

This section includes recommendations on how to evaluate hate crimes data, including information from hate crimes databases, to assist with the determination of whether a hate crime has occurred. Trainers emphasize that it is important to use national data to compare the frequency and types of hate crimes across states, as well as the effectiveness of the response by law enforcement agencies. Issues relevant to data collection such as national legislation on protection of privacy and personal-information requirements are also addressed.

Police Leadership in Partnerships in the Fight against Hate Crime

Co-operation between police officers and different communities is an essential element of an effective police response to hate-motivated crimes and incidents. As a result, the programme aims to support police officers in their efforts to:

- Mobilize communities to assist in responding to a specific crime or hate crimes in general;
- Manage the impact of hate crimes by engaging communities in responding;
- Develop community crime strategies;
- Reduce and prevent hate crimes;
- Better protect police officers and victims;
- Increase community communications with police for the benefit of both;
- Improve community well-being;
- Gather intelligence on crime; and
- Contribute to developing and sustaining civil society.



Daniela Petkovic, the chief trainer of nine Croatian police-trainers, with one of the participants in the first OSCE training course on combating hate crime in Croatia, 30 June 2006.

“Law enforcement agencies, particularly front-line officers, have an important role to play in leading the fight against hate crimes. Police are often at the forefront of social change. They are in a unique and vital position in maintaining civil society and protecting the safety and security of a nation’s citizenry.”

— Paul Goldenberg, Programme Manager of the Law Enforcement Officer Programme on Combating Hate Crime

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