Activist Forum on Preventing and Responding to Hate Crimes

Event Report

Centrum Sztuki FORT Sokolnickiego

ul. Stefana Czarnieckiego 51
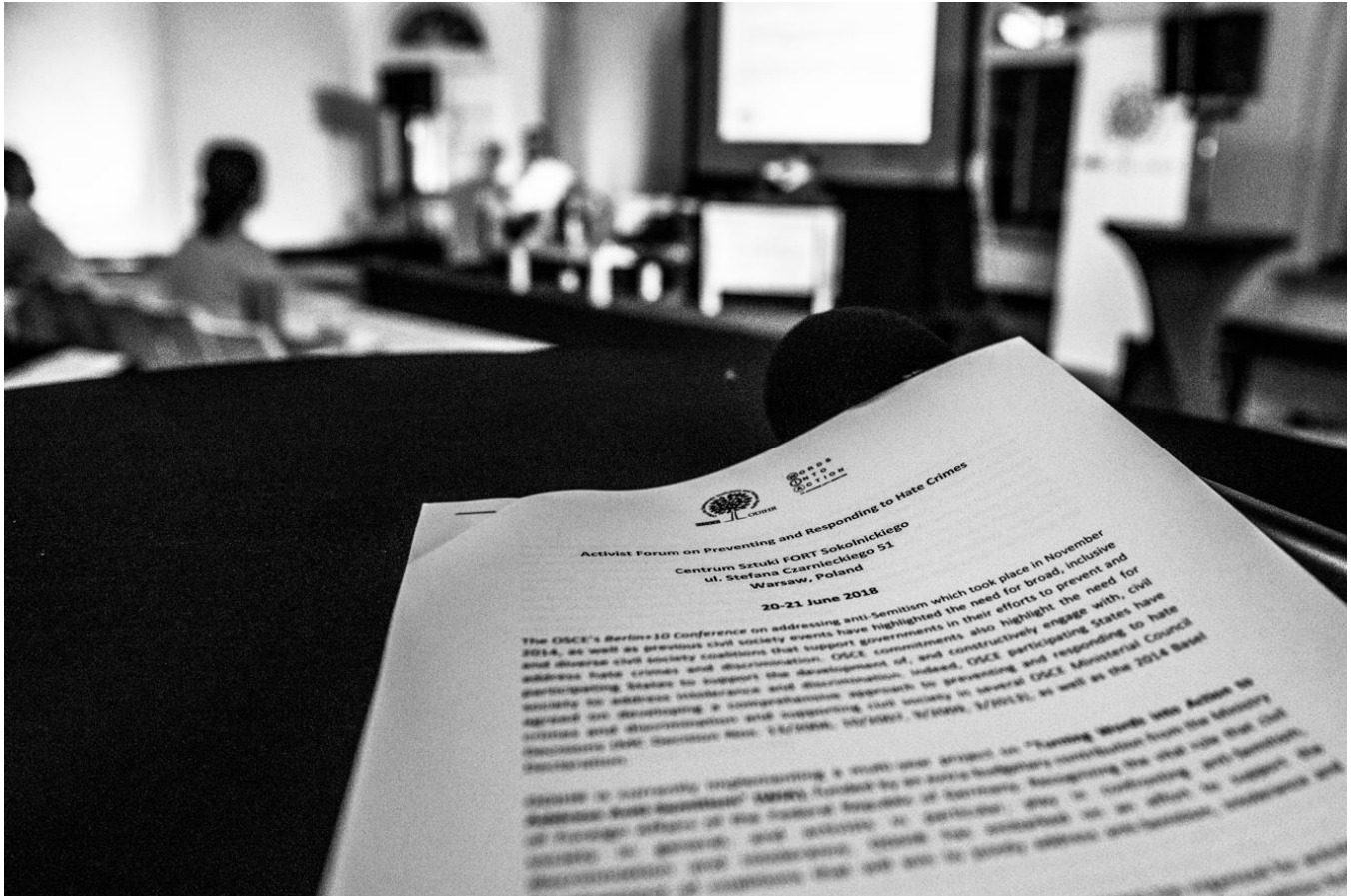
Warsaw, Poland

20-21 June 2018

Warsaw

10 October 2018

Background

The commitments made by OSCE participating States underscore the need for governments to support the development of, and constructively engage with, civil society in their efforts to address intolerance and discrimination. The role of civil society figures prominently in the comprehensive approach to preventing and responding to hate crimes and discrimination outlined in numerous OSCE Ministerial Council Decisions (MC Decision No. 13/2006, No. 10/2007, No. 9/2009 and No. 3/2013). The OSCE's 2014 Basel Ministerial Council Declaration No. 8 on Enhancing Efforts to Combat Anti-Semitism calls upon ODIHR to promote dialogue and strengthen the capacity of civil society to foster mutual respect and understanding in order to advance the cause of co-operation between different communities.

ODIHR is currently implementing a multi-year project "Turning Words into Action to Address Anti-Semitism" ("Words into Action - WiA"), funded by Germany's Federal Foreign Office. The project aims to address anti-Semitism by focusing on security, education and coalition-building efforts to tackle the problem. Civil society organizations are instrumental to such efforts, as they can identify the areas in which government responses can be improved while also developing their own initiatives to monitor and raise awareness about hate crime. For that reason, ODIHR works with civil society organizations and activists to develop strong and lasting coalitions, with the aim of collectively addressing anti-Semitism, intolerance and discrimination.

The Activist Forum on Preventing and Responding to Hate Crimes was the third in a series of events organized for civil society activists from across the OSCE region as part of the project. Each event focused on a specific topic and context for coalition building. The broader aim of the events was to allow activists to connect with others and develop networks. The first event gathered youth activists and took place in Budapest in 2016. The second event drew on an ODIHR-commissioned study by the Institute for Jewish Policy Research that looked at the impact of anti-Semitic hate crime on women and youth. Based on the Institute's findings about the different perceptions, experiences, and impact of anti-Semitism on men and women, the forum, which took place in Barcelona in 2017, addressed the topic of gender and intersectional activism.[1]

This third and last Forum addressed two key challenges in civil society hate crime monitoring efforts, namely, under-reporting and the use of different methodologies for reporting hate incidents. It discussed the ways in which civil society can monitor hate crimes and related incidents and provided a platform to share experiences and challenges . The second part of the Forum addressed the benefits of having a national hate crime monitoring network or coalition. Participants were introduced to an online tool – the hate incident reporting platform – that aims to help activists systematically monitor hate crimes and other incidents. Participants also discussed how creating national networks can make hate crime monitoring and reporting efforts more structured and effective.

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[1] Intersectional activism addresses how different forms of discrimination can overlap, such as sexism and racism, creating differentiated experiences of prejudice within an identity group.

Summary

The Forum brought together 39 (19 female and 20 male) civil society activists working to address hate crime in 16 OSCE participating States. Participants learned about hate crime data collection and monitoring, shared the challenges they currently face, discussed the creation of national hate crime monitoring networks and gained knowledge on finding common ground when working with other organizations in a coalition. In general, the event aimed to build the capacity of civil society representatives to effectively monitor hate crimes, and to lay foundations for creating national hate crime monitoring networks and coalitions.
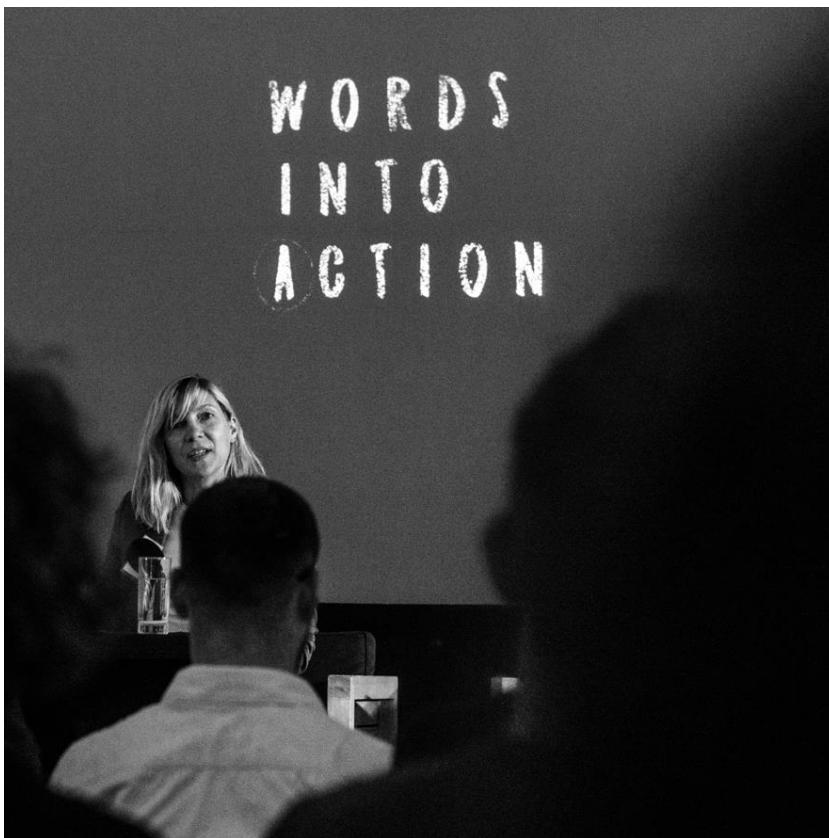

Photo 1. Cristina Finch, Head of ODIHR's Tolerance and Non-Discrimination Department, opens the event and presents the Words into Action project. (OSCE/Dejan Petrovic)

Presentations and discussions explored existing obstacles and challenges to the effective and impactful monitoring of hate crimes, as well as how national hate crime monitoring networks and coalitions can help to address these challenges. The Forum consisted of presentations on the tools and approaches to addressing and monitoring hate crime, followed by group discussions. The interactive nature of the group discussions allowed participants to establish connections and share their concerns and good practices. On the first day of the Forum, participants focused on identifying the most pressing challenges that civil society face when monitoring hate crime. On day two, they looked for possible solutions to these challenges.

Overview of presentations

In her opening remarks, Cristina M. Finch, Head of ODIHR's Tolerance and Non-Discrimination Department, provided an overview of the Office's activities to address hate crime, highlighting the important role of civil society in these efforts. She noted that the Forum was designed to encourage participants' active engagement, emphasizing that its success depended on the contribution of every single participant.

Photo 2. Aleš Gião Hanek, ODIHR Hate Crime Officer, and James Stockstill, ODIHR Adviser on Civil Society Relations, presenting good practices in civil society hate crime monitoring and data collection.

Aleš Gião Hanek, ODIHR Hate Crime Officer, and James Stockstill, ODIHR Adviser on Civil Society Relations, provided an overview of hate crime monitoring and explained ODIHR's role in supporting participating States and civil society in this field. They then discussed the benefits of a co-ordinated and comprehensive hate crime reporting framework, as well as the importance of data collection and the need to take an informed and contextualized approach to data interpretation. They reiterated that data collection is a means to design effective policy measures in the areas of hate crime prosecution, victim support and prevention.

 Photo 3. Participants testing the hate incident reporting platform during an interactive session.

Mikolaj Wrzecionkowski, ODIHR Associate Project Officer, and Ruta Valaityte, ODIHR Consultant, presented the Office's ongoing efforts to develop an online hate incident reporting platform to support civil society monitoring of hate crime. The presentation covered the main functions of the platform and its intended use, highlighting the value of holding continuous consultations with civil society organizations when developing the tool. A short interactive session allowed participants to familiarize themselves with the test version of the platform by analysing examples of hate incidents. Participants responded to the tool positively, commenting that it would make their work more systematic and efficient. Representatives of smaller civil society organizations reflected on their lack of resources to design similar tools independently.

Photo 4. Tina Stavrinaki of the Racist Violence Recording Network (Greece) at the Activist Forum on Preventing and Responding to Hate Crimes in Warsaw.

Guest speaker Tina Stavrinaki, who represented the Racist Violence Reporting Network (RVRN), shared her first-hand experience of forming and working as part of a hate crime incident reporting coalition in Greece. The RVRN was originally an initiative of the Greek National Commission for Human Rights and the Office of the UN High Commissioner for Refugees (UNHCR) in Greece and currently unites 42 civil society organizations that offer social, medical, legal and other services to hate crime victims. RVRN members monitor hate crimes using a common methodology and share information among members. The network was formed as a result of growing violence against migrants and asylum seekers in Greece, as well as difficulties in accessing justice for hate crime victims. The deteriorating situation motivated different civil society organizations to join forces in a coalition and helped to define its main goals. Tina Stavrinaki emphasized the benefits of such co-operation, noting in particular that a common recording methodology allows for the collection of better quality

data, as well as more effective and evidence-based awareness-raising and advocacy campaigns.

Aleš Gião Hanek noted that such national hate crime reporting networks allow civil society to:

- develop strength in numbers, as they increase their capacity to record hate crimes and advocate for policy changes;

- speak with one voice and present a stronger, unified message;

- gather better quality data by using a single recording methodology; and

- identify trends and provide evidence-based recommendations.

The creation of such hate crime reporting networks requires defined objectives, shared definitions, a common monitoring methodology, effective communication, an inclusive attitude and a sustainable mechanism for co-ordinating information.

Building on the example of the RVRN, Christie Edwards, Deputy Head of ODIHR's Tolerance and Non-Discrimination Department, presented strategies for coalition building, including how to establish common ground. Her presentation was based on the recently published *Coalition Building for Tolerance and Non-Discrimination: A Practical Guide*.[2] By considering coalitions as a web of relations, Christie Edwards delved deeper into the challenges that different organizations may face when trying to establish the common ground needed to form a coalition and keep it sustainable. Differences and diverging opinions between coalition members and the communities they represent can complicate the work of a potentially useful coalition. Building on the advice given in the Practical Guide, the session explored the strategies that coalitions can apply to develop common goals, address conflicts and retain membership.

The session was followed by a discussion in which participants expressed interest in building coalitions and asked deeper questions about the process of coalition building. The fact that coalitions can offer more diverse expertise and result in better services for victims, combined with the practical advice given during the session, convinced participants that establishing coalitions is both a feasible and a worthwhile endeavour.

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[2] *Coalition Building for Tolerance and Non-Discrimination: A Practical Guide* (Warsaw: OSCE/ODIHR, 2018), <https://www.osce.org/odihr/385017>.

Group discussion summary: Action points and recommendations

To allow for more robust and concrete discussions during the event's interactive sessions, participants were divided into five different groups. Each group had either a regional focus (e.g., composed of activists working in the Balkan region) or shared an interest in a specific topic (e.g., composed of activists working to address anti-Semitism). The participants stayed in the same groups for each of the interactive sessions. While working in groups, they identified shared concerns and challenges on day one, and looked for possible solutions and came up with recommendations to address those challenges on day two.

Challenges

The discussion focused not only on the challenges and obstacles experienced by group participants, but also on the shortcomings in official hate crime data collection activities. The following questions were used to guide the group discussions on day one:

- What are the main challenges/obstacles to the independent monitoring of hate crimes by your organization/group?

- Considering the recommended measures for states in recording and collecting good quality hate crime data (listed below), where do you observe the main shortcomings in your country?

- What are the main challenges complicating or preventing your organization/group's engagement with the authorities to collaboratively address these gaps?

The breakout session came up with many issues that would need be raised, thoroughly analysed, and addressed in co-operation with all key actors. The findings can be grouped into several thematic clusters:

- lack of resources;

- targeted groups' lack of visibility;

- legislative and institutional gaps;

- challenges related to intersectionality;

- bias and problematic attitudes among the authorities;

- challenges related to trust; and

- challenges specific to certain national or thematic contexts.

Lack of resources

Participants stressed the lack of both human and financial resources necessary to effectively monitor hate crimes and address the needs of victims. Civil society organizations find it difficult to recruit a sufficient number of highly qualified lawyers that could provide hate crime victims with adequate legal support. On the one hand, this results from market mechanisms, as better qualified lawyers tend to choose more lucrative opportunities and are unwilling to provide the often voluntary, pro-bono support that civil society organizations offer hate crime victims. On the other hand, human rights law, and especially the specialized subject of hate crime, is not adequately covered in university curricula. As a result, young lawyers willing to work on hate crime cases often lack the specialized legal knowledge that such cases require.

Photo 5. Forum participants discussing challenges to civil society hate crime monitoring in Poland.

Another challenge that many civil society organizations face is the lack of accessible operational and project funding. The shrinking space for civil society across different participating States means that activists can no longer rely on stable government funding to finance their programmatic activities. Therefore, organizations tend to increasingly rely on international donor funding, which carries serious implications for many civil society organizations. A growing operational dependence on funding from international donors means that civil society must adapt to the so-called donor's agenda. Thus, to secure funding, civil society organizations often need to change their priorities and activities to meet those of

a large donor organization. This is a particular challenge for hate crime monitoring, as it often takes many years to accumulate data that is really valuable.

Another implication of this increasing reliance on international donor funding is the growing disconnect and inequality between large, transnational civil society organizations and local grassroots organizations. Although the grassroots organizations are in direct contact with vulnerable victim groups, they often lack the capacity necessary to secure funding from international donors. Regional entities find it easier to secure donor funding, but to implement their projects they rely on the support of smaller organizations. This lack of direct access to the target communities often creates friction. Realizing the need for symbiotic co-operation between these two types of organizations is absolutely crucial to ensure balanced and constructive project outcomes.

Photo 6. Participants during one of the Forum's interactive sessions.

Targeted groups' lack of visibility

The lack of visibility of targeted groups is also a multifaceted issue for activists. First, many communities that are targeted by hate crime lack a general awareness of such crimes and may not know who to turn to if attacked. Without the resources to conduct targeted awareness-raising campaigns and sustainable resources and tools for the systematic monitoring of such crimes, civil society organizations can sometimes feel invisible to the people they are trying to reach.

Second, victim groups and reliable statistics on hate crimes can remain invisible to the authorities. On the one hand, hate crimes go largely under-reported and are not reflected in official statistics; thus, civil society hate crime monitoring is crucial, as hate incidents recorded by civil society may serve as the only indication of the prevalence of hate crime in such countries. On the other hand, governments often lack the appropriate terminology or practical tools to record hate crimes, such as forms that include the relevant tick boxes for police to record the incident as a potential hate crime. Meanwhile, official definitions are sometimes insensitive to victims or lack a human rights-based framing. The absence of appropriate tools or terminology may make entire victim groups invisible in national statistics or officially commissioned studies, precluding the development of necessary policy interventions to address such crimes.

Legislative and institutional gaps

Participants highlighted that the police, prosecutors and judiciary in their respective countries still lack comprehensive frameworks for monitoring hate crime. Even where appropriate legal provisions exist they are not operational, as the institutional mechanisms and tools needed to monitor hate crimes are absent. This is particularly pertinent to many countries in the former Soviet Union and Eastern Bloc. Some countries adopted relevant laws on monitoring and investigating hate crimes without creating the operational instruments and mechanisms that would allow such crimes to be effectively monitored.

A concrete gap identified by participants is the absence in many countries of a legislative framework that allows third parties to report a hate crime. Without such a provision, civil society organizations find it difficult to support victims and are unable to report the hate crimes they record. The existence of a third-party reporting provision would also help to institutionalize the role of civil society in this field and contribute to better data collection.

Challenges related to intersectionality

Intersectional discrimination and hate crimes of an intersectional nature are the most complex to record and investigate. One of the challenges in this area is institutional. Quite often, different state institutions are responsible for dealing with separate aspects of an intersectional incident. For example, in the case of an attack against a black transgender person, one department might deal with the racial aspect of the bias motivation and another with the gender-identity aspect. The fact that it is especially challenging to provide adequate support to victims of intersectional hate crimes means that a more integrated approach is required.

Photo 7. A presentation summarizing the challenges identified during the group discussion.

Bias and problematic attitudes among the authorities

Some participants mentioned institutionalized racism, a lack of inclusiveness and a fear of secondary victimization as the most serious and still very common problems facing civil society's hate crime monitoring efforts. In particular, they highlighted that, in many countries, biased attitudes persist among police officers, prosecutors and/or judges. Representatives of a Serbian civil society organization noted that secondary victimization is a particular challenge for LGBTI victims of hate crime, and especially for transgender victims, as well as for Roma victims. In other countries, women may be particularly discouraged from reporting hate crimes because the perceived police bias is coupled with a social pressure stemming from a specific perception of gender roles. Such issues not only prevent an adequate punishment of perpetrators but also undermine trust in state institutions, further perpetuating the problems of under-reporting and under-recording.

Some participants voiced the opinion that the active reporting of hate crime by states may be damaging to their reputation. The flipside of this problem is that the absence of hate crime data means that some governments remain complacent. Even if this absence is due to gaps in the work of police officers or prosecutors, governments may choose to interpret it as an indicator of success and use it to justify their lack of action.
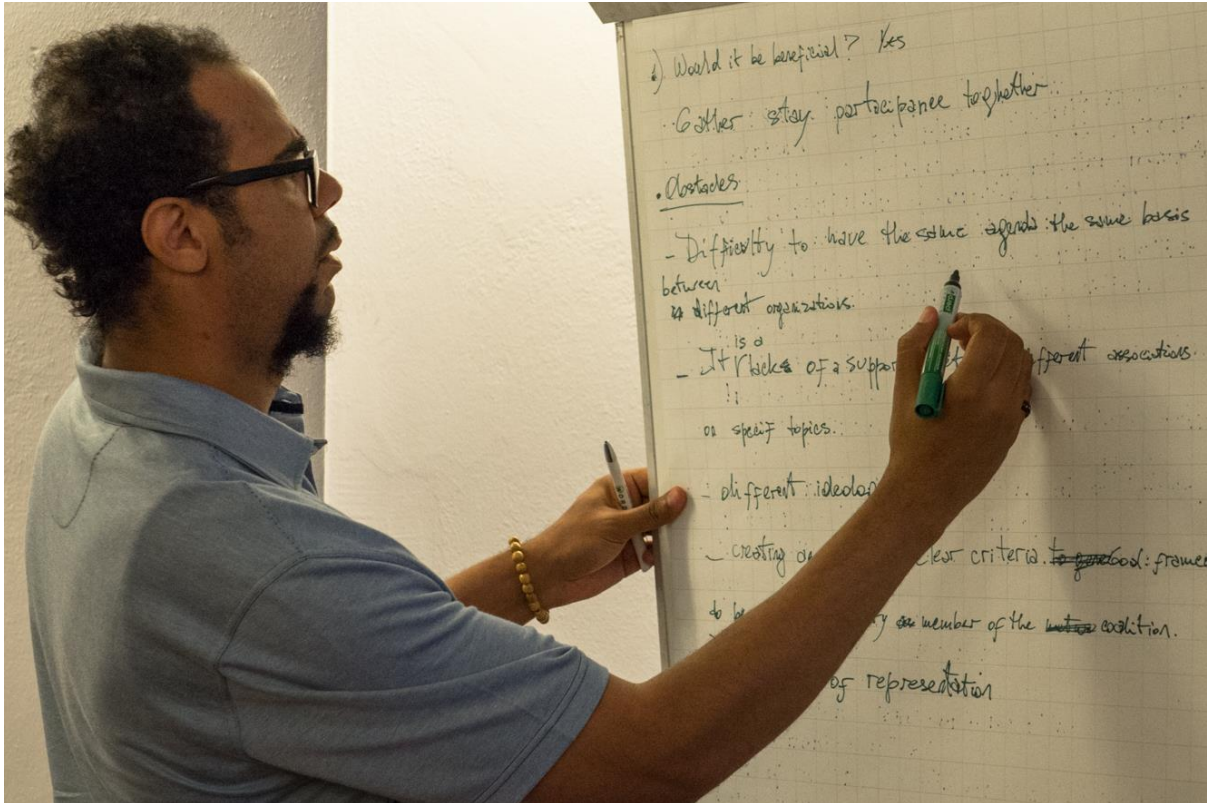
Photo 8. A participant in the Forum identifies the benefits of and obstacles to coalition building.

Challenges related to trust

A related issue is the fragile relationship of trust between hate crime victims and civil society organizations. Hate crime victims often turn to civil society organizations because they trust them more than the authorities; at the same, civil society organizations can easily lose victims' trust if they do not act according to their expectations. When reporting a hate crime, victims often expect some follow-up action, such as psychological or legal support. However, not all civil society organizations have the capacity to provide such support. This can lead to the victim feeling disillusioned and losing trust in the organization. Similar situations also arise as a result of discrepancies between the victim's understanding of a crime and its legal definition. People may feel disappointed and disillusioned when the harm they have experienced does not fall under the legal definition of hate crime and no action can be taken.

Specific issues

Assigning the groups a specific geographical region or issue allowed them to explore some of the challenges in greater detail.

For example, activists based in Poland worked in one group and recognized that they face similar institutional challenges. This allowed them to identify very specific obstacles and

ways to improve the existing hate crime monitoring mechanisms. In Poland, police and prosecutors use separate databases and data is not shared between the databases, making it difficult to track the relationship between cases being prosecuted and those that were reported to the police. Polish participants also reported situations when police officers used the checklists for detecting hate crimes inconsistently, thus undermining the value of existing procedural tools.

Representatives of Jewish organizations brought up the problem of vague definitions. The lack of a clear, officially adopted definition of anti-Semitism and anti-Semitic hate crime poses a serious obstacle to improving the security of Jewish communities. The existing definition provided by the International Holocaust Remembrance Alliance is helpful, although not legally binding. Therefore, governments might be tempted to adopt it to attract positive international publicity without actually enforcing its application. Moreover, the absence of consistent partnerships between Jewish community organizations and police undermines trust in police and other state institutions.

Recommendations and action points

On day two, the interactive sessions focused on identifying the ways in which coalitions can help to address the above-mentioned challenges. The discussions centred on the following interrelated questions:

- Is it beneficial and feasible to form coalitions to address hate crime?

- What are the main obstacles to forming such coalitions?

- How can these obstacles be overcome?

- What would be a first step towards developing such a network?

The general opinion of participants was that working in a coalition not only increases the reporting and victim support capacities of civil society organizations, but also allows them to formulate joint statements and can prevent the scapegoating of individual organizations. While discussing ways to strengthen a coalition's work, participants formulated recommendations that can be grouped into the following clusters:

- maintain the sovereignty of individual civil society organizations that make up the coalition;

- ensure the coalition's broad geographic representation;

- establish clear objectives;

- have a clear governance structure;

- involve individual experts and activists;

- co-operate and seeks alliances with international organizations;

- reach out to government agencies; and

- manage the expectations of the communities that member organizations represent.

Photo 9. Participants in discussion during an interactive session of the Forum.

Maintain the sovereignty of individual organizations

The participants identified sovereignty of individual civil society organizations as a crucial prerequisite for a successful coalition. Participants agreed on the need to set out strong and clear guarantees of sovereignty and independence for all the organizations involved. Only once these provisions are established can individual member organizations adopt practical steps to realize the coalition's goals. Organizations joining a coalition that guarantees their sovereignty will feel more secure about their status in the coalition and that their values are respected.

Ensure broad geographic representation

In the case of national-level coalitions, ensuring broad geographic representation can help to bridge a country's centre-periphery divide. Coalitions with broad geographic representation can also implement activities across a larger area and have more impact. For coalitions conducting hate crime monitoring work, broad geographic representation also improves their ability to collect more reliable and representative data.

Establish clear objectives

Participants emphasized the need to establish clear and realistic objectives and priority areas from the outset of forming a coalition. For example, coalitions seeking to address hate crime might select awareness-raising about such crimes as their unifying objective, as this is still an under-developed field of activity.

Have a clear governance structure

A functional and agreed-upon governance structure is a prerequisite for any coalition and helps to ensure its members feel represented. Participants emphasized the need for all partners to have an equal voice and to continuously maintain communication. To this end, they suggested appointing a focal point for the coalition in each of the member organizations, to rotate the leadership of the coalition and to identify capable individuals to act as facilitators and co-ordinators. Although members' representation in the coalition must be equal, their resources are not, and the coalition partners should take the capacity of each member organization into account to ensure that the division of labour is fair. One good piece of guidance is to assign the resource-intense tasks to larger organizations while giving smaller organizations the tasks that demand fewer resources.

Involve individuals

Often, many civil society organizations lack expertise in specific areas. Therefore, coalitions should be inclusive not only towards civil society organizations, but also towards individual experts, academics and activists who are willing to contribute to the overall objective of the coalition.

Co-operate with others and seek alliances with international organizations

Participants widely supported the idea of co-operating with international organizations. In particular, European Union agencies can help a coalition establish a single, strong legal framework, while the OSCE offers capacity-building support and UN agencies can provide funding.

Reach out to government agencies

Participants understood that their impact may be limited without the support and co-operation of different government agencies. They highlighted the need to build bridges with the government not only through advocacy work, but also by co-operating on hate crime monitoring, data collection and sharing and victim support.

Manage stakeholder expectations

Civil society organizations that monitor hate crimes or provide victim support very often work with specific communities and are seen as representing those communities. When building coalitions with organizations representing a range of groups, civil society organizations need to manage the expectations and attitudes of the communities they represent. For example, if the community holds conservative religious beliefs, then it may not support its representative organization's efforts to form a coalition with an organization representing LGBT people. Therefore, when establishing partnerships and building coalitions, civil society organizations must be aware of such attitudes and expectations and prepared to manage them.

Photo 10. Participants of the Activist Forum on Preventing and Responding to Hate Crimes gather for a group photo, 21 June 2018, Warsaw.

The Forum provided learning and networking opportunities for a broad range of activists, many of whom left inspired to form new coalitions and apply the tools presented. Closing on a positive note, ODIHR's Words into Action Project Manager, Ilan Cohn, characterized the event as a learning experience not only for the participants but also for everyone at ODIHR. He expressed hope that the good practices and ODIHR tools on building coalitions to address hate crime will be shared widely in all OSCE participating States.

Annex I: Agenda

Day 1: Wednesday, 20 June

12:30 – 13:00	Registration of travelling participants and travel reconciliation
13:00 – 14:00	**Lunch**
14:00 – 14:15	**Opening Remarks**
	Cristina Finch, Head, Tolerance and Non-Discrimination Department, OSCE/ODIHR
14:15 – 15:00	**Introduction to civil society hate crime monitoring and data collection practices**
	James Stockstill, Adviser on Civil Society Relations, Tolerance and Non-Discrimination Department, OSCE/ODIHR
	Aleš Gião Hanek, Hate Crime Officer, Tolerance and Non-Discrimination Department, OSCE/ODIHR
15:00 – 15:15	**Coffee break**
15:15 – 16:15	**Breakout sessions on identifying issues and challenges related to hate crime data collection**
	Facilitator: **Tatjana Perić**, Adviser on Combating Racism and Xenophobia, Tolerance and Non-Discrimination Department, OSCE/ODIHR
16:15 – 17:00	**Presentation of the results of the breakout sessions**
18:00 – 20:00	**Networking dinner**

Day 2: Thursday, 21 June

09:30 – 10:15	**Presentation of a good practice: National hate crime reporting network, followed by Q&A**
	Tina Stavrinaki, Racist Violence Reporting Network (RVRN) of Greece
	Facilitator: Viktor Kundrak, Hate Crime Officer, Tolerance and Non-Discrimination Department, OSCE/ODIHR
10:15 – 10:45	**Presentation on "What makes a monitoring network a success"**
	Summary of the lessons learned by the RVRN. Why form a hate crime monitoring network and what impact can it have? What needs to be considered and done to set up an effective monitoring network? How can ODIHR support this process?
	Aleš Gião Hanek, Hate Crime Officer, Tolerance and Non-Discrimination Department, OSCE/ODIHR

10:45 – 11:00	**Coffee break**

11:00 – 12:30	**Presentation of the hate incident reporting platform (two working groups)**

Introductory session: Mikolaj Wrzecionkowski, Associate Project Officer, Tolerance and Non-Discrimination Department, OSCE/ODIHR

This session will cover the following: what is the platform, its purpose and intended use. It will be followed by an interactive session and Q&A.

Advanced session: Ruta Valaityte, Consultant, Tolerance and Non-Discrimination Department, OSCE/ODIHR

The presentation will cover the following: ODIHR's future implementation strategy (technical maintenance, server hosting, support that non-governmental organizations can expect from ODIHR).

12:30 – 13:30	**Lunch**

13:30 – 15:00	**Building a coalition: finding common ground for a coalition addressing tolerance and non-discrimination**

Moderator: Christie Edwards, Deputy Head, Tolerance and Non-Discrimination Department, OSCE/ODIHR

Anna Zielińska, Adviser on Combating Anti-Semitism, Tolerance and Non-Discrimination Department, OSCE/ODIHR

15:00 – 15:15	**Coffee break**

15:15 - 17:00	**Working group sessions: addressing challenges, finding common ground on hate crime data collection and next steps in creating monitoring networks**

Facilitator: Viktor Kundrak, Hate Crime Officer, Tolerance and Non-Discrimination Department, OSCE/ODIHR

17:00 – 18:00	**Presentation of action points identified by the working groups**

Rapporteurs will present the recommendations and action points from each of the working groups. The floor will then be opened for final remarks and questions.

Moderator: Viktor Kundrak, Hate Crime Officer, Tolerance and Non-Discrimination Department, OSCE/ODIHR

18:00 – 18:15	**Closing remarks**

Ilan Cohn, Project Manager, Words into Action Project, Tolerance and Non-Discrimination Department, OSCE/ODIHR

Annex II: Handout on hate crime monitoring mechanisms prepared by ODIHR

Main areas for government action to record hate crimes and collect data

1. 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:
   a) Updating the police incident reporting forms to capture information identifying an incident as a hate crime;
   b) 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;
   c) Drafting guidance for prosecutors on recording of hate crimes and prosecutorial action in hate crime cases and synchronizing this with approaches by police;
   d) Drafting instructions or guidance for the judicial administration and/or courts to report on judicial outcomes in hate crime cases; and
   e) 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.

2. 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.

3. 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:
   a) Capture bias indicators in a structured way;
   b) Identify bias motivation(s);
   c) Provide correct preliminary legal qualification (where relevant) by listing all hate crime provisions in the criminal code and enabling selection among them;
   d) Flag a case file as a (potential) hate crime, and have the flag accompany the case file; and
   e) 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:
   a) The hate crime flag, type of bias motivation, bias indicators, hate crime provisions invoked in the indictment, and prosecutorial/judicial outcomes;
   b) 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.

4. 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.

5. 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.

6. 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.

7. 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.

8. 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 III: List of participants

1. Mikhail Akhmetiev, Sova Center, (Russia)

2. Ajjat Altamimi, Center for Forebyggelse af Eksklusion (Denmark)

3. Victor Bennett, Afro Empowerment Center (Denmark)

4. Alina Bricman, European Union of Jewish Students (Belgium)

5. Serdar Caglayan, Center for Danish Muslim Relations (Denmark)

6. Henriett Dinók, Romaversitas Foundation (Hungary)

7. Tamas Dombos, Working Group Against Hate Crime/Hatter society (Hungary)

8. Gabriela Fernandez Rojo, NAGA (Italy)

9. Simona Gamonte, Roma woman activist (Romania)

10. Alain Giresse Njofang, MigraBo LGBTI (Italy)

11. Aleksandar Ivanovic, Monitor (Serbia)

12. Jelena Jokanovic, OSCE Mission to Serbia

13. Jelena Jovanovic, European Roma Grassroots Organization (Belgium)

14. Mihael Kaiser, Security and Crisis Centre by the EJC (Belgium)

15. Gordan Kalajdziev, Macedonian Helsinki Committee (former Yugoslav Republic of Macedonia)

16. Aleksandra Koriak, Roma Women's Fund Chiricli (Ukraine)

17. Adam Kuczyński, "Never Again" (Poland)

18. Piotr Kwapisiewicz, Czulent (Poland)

19. Anna Lukjanowicz, Islamic cultural center (Poland)

20. Anna Makówka-Kwapisiewicz, National Program Coordinator, National Democratic Institute (Poland)

21. Maximillian Marco Katz, Center for Monitoring and Combating Antisemitism (Romania)

22. Nicha Mbuli, Movement Against Racism, Anti-Semitism and Xenophobia (Belgium)

23. Michaela Moua, Anti-Racist Forum (Finland)

24. Lucie Neumannová, Federation of Jewish Communities (Czech Republic)

25. Delia Nita, Centre for Legal Resources (Romania)

26. Miloš Perić, Duga Association (Sabac) (Serbia)

27. Vuk Raičević, LGBTI Equal Rights Association for the Western Balkans and Turkey (Serbia)

28. Eliza Rutynowska, Polish Society of Antidiscrimination Law (Poland)

29. Aida Salihović, ERMA (Serbia)

30. Stefan Šparavalo, Da Se Zna! (Serbia)

31. Tina Stavrinaki, Racist Violence Reporting Network (Greece)

32. Federica Sustersic, United Network of Young Peacebuilders (Italy)

33. Magdalena Swider, Kampania Przeciw Homofobii (Poland)

34. Kalman Szalai, Brussels Institute/Action and Protection Foundation (Hungary)

35. Anna Tatar, "Never Again" (Poland)

36. Rafael Tyszblat, Muslim Jewish Conference (France)

37. Igor Ujhazi, World Jewish Congress (Serbia)

38. Ran Ukashi, B'nai Brith (Canada)

39. Aron Vrieler, CIDI (Netherland)

40. Jovana Vuković, Jednakost (Serbia)