

Strategic approaches to embedding hate crime and hate speech training in national training programmes for law enforcement: a compass

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Justice and Consumers STOP

OBJECTIVES AND BACKGROUND

In recent years, practitioners across EU Member States have been working to improve and embed hate crime and hate speech training in the law enforcement context. Developed by members of the Working Group on training, this document captures important learning, knowledge and experience gathered from the 'frontline' of these efforts. The critical steps, the key challenges, the essential partners and stakeholders and the success factors that are central to progress towards the goal of implementing a strategic approach are considered and organised thematically across three practical tables. As a 'learning in progress', it is hoped that this tool can help those who are encountering challenges in maintaining hate crime training on a structural basis, and that it will serve as a useful reference document for national authorities that intend to undertake initiatives in the field of hate crime and hate speech training and are looking for concrete suggestions on how to proceed. The need for this work is clear. CEPOL's Operational Training Needs Analysis for Fundamental Rights in Law Enforcement Training shows that training on hate crime and hate speech is considered relevant with an urgency rate of 59%. More than 90,000 law enforcement officials throughout the EU are estimated to require training on this topic.⁽¹⁾

During the Working Group discussions, members shared their belief in the potential to 'raise a new generation of police officers' who are motivated, skilled, and dedicated to preventing and responding to hate crime and hate speech, and who are committed to treating victims with dignity and respect. This document reflects many of the key success factors set out in the Key Guiding Principles on Hate Crime Training (10KGP). It also echoes the challenges of implementing a holistic and sustained strategic approach identified by the Mapping Study conducted by Facing Facts in 2021 in close cooperation with the European Commission and CEPOL. Training needs assessment, cooperation with civil society organisations (CSOs) as well as monitoring and evaluation of the mid- and longterm impact and effectiveness of training programmes are all areas that require further policy attention, improvement, and support. Importantly, practitioners identified EU level networks such as the High Level Group⁽²⁾ and Working Groups⁽³⁾ as being essential to supporting innovation and mainstreaming at the national level.

⁽¹⁾ In 2021 and 2022, CEPOL provided such training to 1,262 law enforcement officials.

⁽²⁾ High Level Group (HLG) on combating hate speech and hate crime;

⁽³⁾ Working Groups on Hate crime recording, reporting and data collection, on Hate crime training and capacity building for national law enforcement, on Hate crime victim support, on Countering hate speech online. More at https://ec.europa.eu/info/policies/ justice-and-fundamental-rights/combatting-discrimination/racism-and-xenophobia/ combating-hate-speech-and-hate-crime_en.

The insights offered in this document, gained from practical experience at the national, local, and regional levels aim to:

- → support Member States to think through their national systems, challenges, and opportunities to implement hate crime training in their national training programmes for law enforcement;
- support the development of a flexible and transferable framework for strategic planning for hate crime and hate speech training, including recommendations on customisation processes in different national contexts;
- → facilitate learning and exchange from national practices;
- → serve as an analytical framework to identify strengths and gaps in national approaches.

The document also contains ideas and suggestions for EU partners in the Commission as well as partner agencies including FRA and ODIHR, particularly in supporting and motivating leadership at the national level to ensure a strategic approach to hate crime and hate speech training for law enforcement.

WHO IS THIS DOCUMENT FOR

The primary target group of this document is national authorities and any other agencies in charge of training for law enforcement personnel. It is also useful for civil society organisations that support victims of hate crime and hate speech and provide training. The working group's members are encouraged to share and liaise with colleagues and representatives of other departments where the materials contained in this document can be further used and exploited.

HOW TO USE THIS DOCUMENT

The document is divided into four strongly interlinked themes:

- --> Institutional and policy frameworks;
- → Developing and designing the training programmes;
- ---> Implementing national, regional, and local training programmes;
- → Needs assessment and evaluation.

Each theme features the following dimensions:

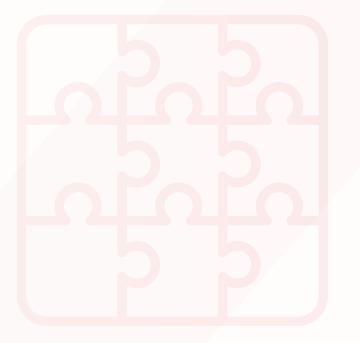
- --> Subtheme;
- → Concrete steps;
- ---> Challenges and issues;
- --> Key stakeholder/resources;
- -> Success indicators.

National authorities are encouraged to use this document to find practical suggestions and to focus on the parts that are most relevant for their work and which best reflect the needs of their context and institutions.

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THEME 1 INSTITUTIONAL AND POLICY FRAMEWORKS [©] LEADERSHIP [©] INTER-INSTITUTIONAL COOPERATION [©] EFFECTIVE AND APPROPRIATE RESOURCING

This theme reflects practitioners' experiences on the necessary strategic frameworks for effective national hate crime training programmes and the main considerations when putting them in place. Three subthemes are considered in the table below: leadership; inter-institutional cooperation; a commitment to developing specialist skills and ensuring adequate resources, including through EU funds.



Subtheme	Concrete steps	Challenges/issues	Key stakeholders and resources	Success indicators
Leadership (at the local, regional, national and EU levels)	Needed at the highest level: support and communication of the benefits of addressing hate crime for law enforcement and the risks of failing to respond. Briefings to the management and leadership including by members of the High Level Group on the importance of having structured national training programmes on hate crime and hate speech. Calls from international institutions, e.g. European Commission, FRA, OSCE- ODIHR, towards leaders to increase efforts in training. Invite leaders to sign an EU-level agreement to commit to training on hate crime and hate speech for law enforcement. Consider extra publicity to leaders who support training activities (e.g. invitations as speakers, prizes, and recognition).	Changes in leadership positions that can modify commitments. Changes in policies for law enforcement (training) due to change in government.	Ministries of Interior and Justice and additional departments under which the police are operating. Middle management (e.g. of police units); Police training bodies (e.g. police academies); Interagency structures of cooperation to address hate speech and hate crime (see below).	The leadership of national authorities (Ministries of Interior, Justice and other involved), law enforcement agencies, victim support services, probation services, prison services as well as civil society organisations are committed to work together to embed hate crime and hate speech training. National hate crime strategies and actions plans are in place, including in federal contexts, with a clear focus on hate speech and hate crime training. There is effective cooperation at the political level between Ministry of Interior and Ministry of Justice (it can also involve additional Ministries and departments, as well as the local level, depending on the national specificities). Mandatory training is implemented across the organisation and at the 'beginning, middle and end' of law enforcement careers (see more on training approaches in next table). There is a priority focus on raising awareness and on supporting the professional motivations of police officers. Change agents who can take a coordinating role/ be the central influential person are identified and supported. The other strategic 'pieces of the puzzle' are in place (e.g updated crime recording systems that specifically allow the recording of hate crime).



Subtheme	Concrete steps	Challenges/issues	Key stakeholders and resources	Success indicators
Inter-institutional cooperation	 Design and implement policy tools and administrative frameworks - e.g. inter-institutional memorandum of understanding (MoU) between law enforcement and prosecutors. Workshops for law enforcement and prosecutors to enhance mutual understanding and explore cooperation possibilities. Mechanisms of cooperation between law enforcement units and prosecutors that specialise in responding to hate crime. Organising joint round table discussions focused on hate crime or hate speech and involving the political level in the ministries 	Not easy to get the balance right across all the stakeholders who need to 'sing from the same hymn sheet'. These cannot be just on paper but must be used! And the connections and relationships that they create can become very important to advance. 'Mindset' of practitioners is often not ready to search for such cooperation. The cooperation between Ministries of Justice and Interior is not always easy, also because of differences in internal structures. Difficulties to identify specific point of contact especially if the organisation is fragmented at local or regional level. Difficult to reach the political level and spark cooperation on specific themes, like hate crime.	Joint participation of different ministries in projects related to hate crime (for example EU-funded projects). People responsible for hate crime/hate speech in the cabinets of ministries. Use OSCE/ODIHR's, Council of Europe' and other relevant guidance documents (see Annex).	A memorandum of understanding that is a 'living document', which is continuously monitored and updated, is implemented. Policy tools and administrative frameworks are implemented - e.g. specific inter-institutional memorandum of understanding between police and prosecutors (which could involve also civil society organisations and victims support services). A problem-solving approach is adopted where there is a limited legal framework.



Subtheme	Concrete steps	Challenges/issues	Key stakeholders and resources	Success indicators
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THEME 2 DEVELOPING AND DESIGNING THE TRAINING PROGRAMMES [©] HUMAN RIGHTS, EQUALITY, VICTIM AND LEARNER-CENTRED

C A FOCUS ON DEVELOPING SPECIALIST SKILLS

This theme reflects practitioners' experiences on the practical steps to consider when developing and designing the training programmes. Two sub-themes are identified: Human rights, equality, victim, and learner centred training; and a focus on developing specialist skills. Within these sub themes, key conceptual issues that national training programmes should cover are also considered such as a clear definition of the hate crime concept as well as addressing unconscious and conscious institutional biases.

Subtheme	Concrete steps	Challenges/issues	Key stakeholders and resources	Success indicators
	Make continuous links between obligations to identify, respond to and prevent hate crime and hate speech with fundamental obligations to uphold and protect human rights and	A strong framework is needed to justify the need to train and build knowledge and capacity about hate crime specifically.	Researchers, psychologists as well as stakeholders listed in "engaging with stakeholders outside law enforcement" below.	Hate crime/hate speech training is underpinned by a human rights, victim, and equality-centred approach, with the learner also at the centre.
RAPA	non-discrimination. Consider specific grounds of hate crime/hate speech (e.g. antisemitism, anti-Muslim hatred, anti-gypsyism) as well as the intersectionality of biases that motivate hate crimes.	The adverse effects of hate crime on society/individuals and why it is sometimes difficult to stand up against racist claims. It can be difficult to change already existing training programmes. There could be barriers and opposition.	Representatives within the police to deal with extremist tendencies and hate crime, as well as studies to increase awareness. Staff from law enforcement with experience in how to deal with vulnerable victims.	
	Understand the meaning and consequence of structural discrimination and how to integrate into law enforcement training.	Law enforcement officers are often not trained on how to communicate in a sensitive way with hate crime victims and to see the connection with		
Human rights,	Share analyses of consequences of under-reporting and under-recording and of risks of escalation in other countries.	under-reporting (victims not trusting the authorities). There is a need to address the		
equality, victim and learner-centred	Include content on public law and political science (democracy/ common values human rights/ difference between hate speech and freedom of speech).	stereotypes about minority groups which could affect law enforcement officers/judicial staff. This requires introspection by the trainees to		
	Identify specific victim-focused communication skills that are needed to understand and to address hate crime and hate speech.	explore their own biases and therefore a sensitive approach by trainers to create a trusted environment for them to do so.		
	Raise awareness on aspects of secondary victimisation.			
	Suggest strategies on how to recognise and how to react to racist claims, involve learner-focused role-playing games.			
	Overall commit to creating a trusted training environment for self- exploring exercises.			
	Hate crime training also includes knowledge on prevention regarding hate crimes.			



Subtheme	Concrete steps	Challenges/issues	Key stakeholders and resources	Success indicators
	Place hate crime and hate speech training within a wider specialisation effort, providing guidance and have specialised officers to provide information to others, including victims.	Hate crime might only be part of broader training on e.g. politically motivated crime.	See Annex for additional resources.	Law enforcement have access to specialist trainers, content and resources as needed.
A focus on developing specialist skills	Aim to develop a pool of specialised trainers in police schools/academies equipped with prepared material with slides, videos, and any source that can be useful to deliver training.			
	Aim to establish centralised and specialised hate crime units which provide practice support during investigations, raise awareness, share, and disseminate information and learning across law enforcement institutions, including by transmitting good practices from abroad are established.			



THEME 3IMPLEMENTING NATIONAL, REGIONAL,
AND LOCAL TRAINING PROGRAMMESImplement 2000Implement 2000Imple

This theme focuses on the practical steps to consider in the actual realisation of the training programmes, building on the experiences of practitioners. Three subthemes are identified: Mainstreaming and integrating hate crime and hate speech training; Engaging with key partners outside law enforcement; Considerations of online/blended learning. Within these subthemes, key issues highlighted are the importance of communicating with victims and working with key partners. It also considers the importance of drawing on national data on the prevalence and impact of hate crime, including official research and data from civil society organisations.





Subtheme	Concrete steps	Challenges/issues	Key stakeholders and resources	Success indicators
	Joint roundtable discussions together with equality bodies, Ombuds institutions and NGOs.	Equality bodies often have no competence on criminal law matters, such as hate crime.	CSOs can become key players. Try to establish and consolidate trust- based cooperation.	Effective cooperation with key stakeholders (incl. equality bodies, Ombuds institutions, victim support
	Discussion and roundtables should be accompanied by meeting in person, phone call and any other methods useful to create an honest dialogue	NGOs have limited resources and are often not organised in coalitions. The victims' testimonies are often	Data from "Shadow reporting" by CSOs on hate crimes can help to better understand the nature, prevalence and impact of hate crime and hate speech.	organisations, intercultural institutions, and other NGOs) is established to shape training courses, as well as to raise awareness and build coalitions against hate crime nationally
2222	in which each interlocutor can clearly express their mandate and limitations.	missed during courses, which could increase the impact and understanding of hate crime in the community.		and locally. Trainings incorporate a range of data
Engaging with key partners	Such cooperation can also lead to an invitation to victims of hate crime and/or hate speech to present their case during a training session if it is possible to provide useful guarantees	Little guidance about hate crime victims in the EU countries, or there is a general (as opposed to specific) guidance on interviewing victims.		and evidence from diverse sources, with a focus on encouraging reporting and increasing access to justice for all victims.
outside law enforcement	that the victim will not suffer further victimisation (protected training environment, telling of the story for educational purposes, no disrespectful interlocutions).	Problem of underreporting of hate crime is widespread - Victims are afraid to come forward assuming nothing would happen to the perpetrator.		
	Connect with equality bodies and NGOs on topics related to encouraging reporting- e.g. setting up third party reporting centres/ services.	There are often no available statistics on hate crimes that would reflect on the magnitude of the problem and thus decision-makers (police leaders)		
	Focus on engaging with prosecution and judiciary.	do not consider these crimes a widespread issue.		
	Consider programme of prevention work in schools.	Third party reporting not possible/ not implemented in many countries (see HLG data subgroup for resources).		



Subtheme	Concrete steps	Challenges/issues	Key stakeholders and resources	Success indicators
Considerations of online/ blended learning	 Be aware that an official online training platform must be established to let public authorities access it. Consider using footage of investigators explaining their experience and presenting real cases. Link with experts in management of online tools. Cooperate with CSOs that can support training online with experienced staff. Consider blended training approach (first complete online training on hate crime, then move to onsite (more practical) training (not more than 1-2 days) and adaptability. 	Usually, it is difficult to allow officers to travel abroad for training because of the workload so, at least partly doing it online already facilitates the learning process and reduces the time spent out of office. However, it should be born in mind that online environment does not allow creating a safe space to the same extent as in an in-person setting. Discussing bias, conscious and unconscious, racism, xenophobia, homophobia etc requires a different approach to training methodology than in other police training settings.	Build on resources developed by the Facing Facts network. Use CEPOL's Law enforcement education platform in case they do not have their own online learning platform.	Online and in-person considerations are fully mapped and the right approach is matched with the right target learners, context, aims and objectives.



THEME 4NEEDS ASSESSMENT
AND EVALUATIONControl Note: Note: Needs assessment
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Control Note: Needs assessment
Control Note: Needs assessment

This theme reflects practitioners' experiences on the practical issues to consider when designing and implementing the needs assessment and evaluation stages, which are also the two subthemes in this section.

Subtheme	Concrete steps	Challenges/issues	Key stakeholders and resources	Success indicators
 Needs assessment	Develop indicators for assessing training needs. Involve different stakeholders to avoid "blind spots", e.g. by interviewing heads of hate crime units and CSOs and victim support groups. Refer to the EU Strategic Training Assessment Report (EU-STNA 2022- 2025) produced by CEPOL. Keep good records of all trainers trained on initial train of trainers and have a process for regular follow up and monitoring.	Training need not be too general but more focused and tailor-made for certain law enforcement agencies and audiences, avoiding duplication of training (need for a methodology e.g. OTNA process established by CEPOL). What comes after basic hate crime training? Is there a vision as to where to go once basic training is delivered?	ODIHR training needs assessment templates. Facing Facts Training needs assessment templates- maps against 10KGP. Map what is already happening to identify current and new stakeholders and resources.	Training needs assessment: hate crime training programmes are preceded by careful assessment of the operational training needs of different law enforcement groups and levels of training: Basic training; Advanced training; Specialized training (victim support, investigation, etc.).



Subtheme	Concrete steps	Challenges/issues	Key stakeholders and resources	Success indicators
Evaluation	Develop clear indicators for assessing the training outcomes. Be creative and have a strong methodology to define follow up activities (e.g. visit of specific communities or symbolic places, meet with representatives of communities etc). Provide a point of contact for more specific requests and issues that could not be dealt with in the programme, or that show up later, or provide supervision. New TAHCLE evaluation methodology suggests hosting 'impact workshop' 2 years after initial modules bringing together trained trainers, community representatives and all stakeholders to make assessment of any changes in community perception/real life experience of police response to hate crimes based on specific indicators/ benchmarks (only provides qualitative results). After delivering the training, communication campaigns could be envisaged to inform the public that law enforcement agencies and prosecutors have been working on improving their knowledge and develop common standards on	Evaluation of the impact of training is very difficult for several reasons: Expensive (should be done with an independent researcher); Time consuming; Difficult to reconnect with personnel trained. Need for external/ independent evaluators. Need to understand and define effective evaluation in the context.	Leaders of training directorates. Good practices that already exist and that can demonstrate that change is possible! Qualitative approach- interviews with trainers. Use and build on the experience of the OSCE-ODIHR. TAHCLE evaluation approach. The standard TAHCLE MOU contains a provision that the authorities agree for TAHCLE modules to be integrated into pre-service and in-service training for Police. Annual monitoring updates request information on whether this has been completed.	Adequate monitoring and evaluation procedures are in place to assess the existing training outcomes.



ANNEX: LINKS AND RESOURCES

OSCE/ODIHR

Crimes for Law Enforcement (TAHCLE): Programme Description

C Developing Interagency Co-operation Plans to Address Hate Crime: A Methodology

(グ Manual on Joint Hate Crime Training for Police and Prosecutors

🖄 Sensitive and Respectful Treatment of Hate Crime Victims: Training Course for Criminal Justice Professionals

🖄 Hate crime reporting tool - Mapping Unreported Hate Crimes Using Respondent-driven Sampling: A Methodology

Coalition Building for Tolerance and Non-Discrimination: A Practical Guide

FRA ODIHR diagnostic tools,

C Diagnostic workshop on data collection and recording

Facing Facts ^⑦ Training courses and modules Council of Europe

C HELP online courses Hate crime and hate speech: Council of Europe HELP: Log in to the site coe.int

🖄 Handbooks for training for police on hate crime affecting specific groups, such as LGBTI and Roma

C Policing Hate Crime against LGBTI persons: training for a professional police response

🖄 Toolkit for Police Officers: Council of Europe standards on racially motivated crimes and non-discrimination

Training manual on community policing and diversity support through the intercultural cities programme

European Commission

Combating racist and xenophobic hate speech (including online) and hate crime











