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Good practices for identifying and preventing acts of hatred

A guide for police officers and stakeholders

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Ministry of the Interior Helsinki 2021

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Good practices for identifying and preventing acts of hatred A guide for police officers and stakeholders

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Abstract

Investigating and preventing hate crimes is part of every Finnish police officer's tasks. A number of measures are already in place in Finland to prevent hate crimes, and their prevention is also considered important within the police organisation. The participation of the police in various events is valued by NGOs working with them and considered to bring the police closer.

Good practices are part of preventive actions in Finland. They focus on crime prevention in more general terms and on establishing good relations between population groups. These activities bring the police closer to citizens and lower the threshold for contacting the police. Police presence among people in the street, at various events and on different social media platforms is important and enhances participants' sense of security. A familiar police officer is also easier to contact about other matters.

At the international level, numerous activities have been launched to prevent hate crimes and, on the other hand, to facilitate the efforts of the police to investigate them. Cooperation with different communities is important and makes it possible to expand the expertise of the police in matters that may otherwise not be extensively covered in police training. Information builds trust and increases the credibility of the activities. Expanding understanding also guarantees equal encounters for all.

This guide gives an overview of good practices both in Finland and other European countries. Information for this report was collected from police officers engaged in preventive work and from NGOs collaborating with the police.

Page 2 was updated on 17 May 2021 and this version replaces the previous one published on 22 April 2021.

Keywords internal security, hate crimes, hate speech, prevention, police (organisations)

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Hyvät käytännöt vihatarkkojen tunnistamisessa ja ennalta estämisessä Opas poliiseille ja sidosryhmille

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Julkaisija	Sisäministeriö		
Tekijä/t	Emilia Hämäläinen		
Kieli	englanti	Sivumäärä	33

Tiivistelmä

Viharikokset ja niiden ennalta estäminen kuuluvat jokaisen poliisin työhön Suomessa. Suomessa tehdään jo paljon toimia viharikosten ennalta estämiseksi ja se mielletään tärkeäksi myös poliisin sisällä. Poliisin kanssa toimivat järjestöt arvostavat poliisin osallistumista eri tilaisuuksiin ja tapahtumiin ja tämän katsotaan tuovan poliisia lähemmäksi.

Suomessa hyvät käytännöt ovat osa ennalta estävää toimintaa ja kohdentuvat yleisemmin rikosten ennalta estämiseen sekä hyvien väestösuhteiden luomiseen. Poliisi tulee toiminnan kautta lähemmäksi kansalaisia ja madaltaa kynnystä yhteydenotolle. Poliisin toiminta ihmisten keskuudessa niin kaduilla, erilaisissa tilaisuuksissa ja tapahtumissa kuin eri sosiaalisen median alustoilla on tärkeää ja tuo turvaa osallisille. Tuttu poliisi myös mahdollistaa yhteydenoton myös muissa asioissa.

Kansainvälisesti on paljon toimintaa viharikosten ennalta estämiseksi ja toisaalta poliisin työn helpottamiseksi viharikosten selvittämisessä. Eri yhteisöjen kanssa tehty yhteistyö on tärkeää ja sitä kautta mahdollistaa myös poliisin osaamisen laajentamisen kysymyksissä, joita ei muuten välttämättä poliisin koulutuksessa kovin laajalti käsitellä. Tieto lisää luottamusta ja toiminnan uskottavuutta. Ymmärryksen laajentuminen takaa myös yhdenvertaisen kohtaamisen kaikille.

Tämä opas pitää sisällään hyvien käytäntöjen esittelyn sekä Suomesta, että muualta Euroopasta. Raporttia varten tietoa kerättiin ennalta estävää työtä tekevilta poliiseilta, sekä poliisin kanssa toimivilta järjestöiltä.

Sivu 2 on päivitetty 17.5.2021 ja aineisto korvaa aikaisemmin, 22.4.2021 julkaistun version.

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Bästa praxis vid identifiering och förebyggande av hatmotiverade gärningar Handbok för poliser och berörda aktörer

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Referat

Varje polis i Finland kommer i sitt arbete i kontakt med hatbrott och förebyggande av hatbrott. I Finland vidtas det redan nu många åtgärder för att förebygga hatbrott, och detta upplevs som viktigt också inom polisen. Organisationer som arbetar med polisen uppskattar att polisen deltar i olika tillställningar och evenemang. Detta anses också bringa polisen närmare.

I Finland är god praxis en del av den förebyggande verksamheten och riktar sig på ett mer allmänt plan till att förebygga brott och skapa goda relationer mellan olika befolkningsgrupper. Polisen kommer genom verksamheten närmare medborgarna, vilket sänker tröskeln för att ta kontakt. Polisens verksamhet bland människor på gator, vid olika tillställningar och evenemang samt i sociala medier är viktig och ger de berörda trygghet. En bekant polis gör det också möjligt att ta kontakt även i andra ärenden.

Internationellt sett görs det mycket för att förebygga hatbrott och å andra sidan för att underlätta polisens arbete med att utreda hatbrott. Samarbete med olika sammanslutningar är viktigt och möjliggör också en utvidgning av polisens kompetens i frågor som annars inte nödvändigtvis behandlas i någon större utsträckning i polisutbildningen. Kunskap bidrar till förtroende och till verksamhetens trovärdighet. Ökad förståelse garanterar också att alla blir jämlikt bemötta.

I denna handbok presenteras bästa praxis både från Finland och från andra delar av Europa. Uppgifter för rapporten samlades in av poliser som utför förebyggande arbete och av organisationer som arbetar med polisen.

Sidan 2 har uppdaterats 17.5.2021, och materialet ersätter den version som publicerats 22.4.2021

Nyckelord inre säkerhet, hatbrott, hatpropaganda, förebyggande, polisen

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1 Introduction

The Ministry of the Interior participates in the on-going Facts against Hate project as a project partner. The project aims for improved effectiveness in work against hate crimes and hate speech. The project actions include building up cooperation between the police and minorities as well as identifying good practices for preventing hate speech and acts of hatred. The project also aims to build different stakeholders' capabilities for preventing hate crimes and hate speech at the local level. To develop the work of the local police, practices for building trust between the police and minority groups are being identified and tested. These actions support the local-level implementation of the Strategy on Preventive Police Work.

The project actions implement the objectives of both Prime Minister Marin's Government Programme and the Strategy on Preventive Police Work (ENSKA). Reducing inequalities and ensuring a well-functioning civil society where social exclusion and hate speech are duly addressed is a Government Programme objective that guided this work. Another relevant Government Programme objective is promoting the systematic monitoring of the situation in relation to discrimination and hate crime both at national and international level.

The Strategy on Preventive Police Work states that the police will continue to combat illegal hate speech and hate crimes, taking into consideration the positive lessons learned from the extensive action initiated in 2017. The objective is that the police will acquire more information and understanding of the special nature of hate crimes and their impacts on the victims of such offences, the communities represented by the victims and society at large.

Different methods of data collection were used to produce this guide. To collect data at the national level, a survey was addressed both to police officers engaged in preventive work and NGOs working with the police in Finland. The survey results revealed that preventive work, also on hate crimes, is already being carried out across a broad front. At the international level, good practices were collected from European countries using different sources. Many good practices exist that we can learn from, even if they cannot be directly introduced in every country.

The following extract from the response of a police officer engaged in preventive work aptly sums up the nature of preventive work: "Prevention is our main job. If we get tips of some activities of this nature, we strive to step in and prevent any acts of hatred in advance."

2 Terminology

Hate speech

In this guide, hate speech refers to offensive or threatening communication or other forms of expression motivated by intolerance of or hostility towards a national, religious, ethnic or similar group (including persons with disabilities or sexual minorities), or a person belonging to one of these groups. Hate speech may constitute an offence under the Criminal Code or discrimination prohibited under the Non-Discrimination Act or the Act on Equality between Women and Men.

Hate crime

Under Finnish criminal law, hate crimes refer to acts that have certain essential elements of an offence targeting a person, a group, a person's property or an institution, or a representative of a group or an institution. These offences may be motivated by prejudices against or hostility towards the victim's presumed or actual race, colour, birth, national or ethnic origin, religion or belief, sexual orientation, disability, gender identity or gender expression.

Act of hatred

An act of hatred is an upper-level concept that covers hate speech and hate crimes as well as acts motivated by hate that do not as such have the essential elements of any offence. As a term, act of hatred is an extension of hate crime and hate speech. Many acts motivated by hatred do not directly fulfil the criteria of any criminal offence. An act of hatred is motivated by prejudice against or hostility towards a particular group in need of protection or personal characteristic, however without necessarily fulfilling the criteria of any offence.

Preventive work

The police have a statutory duty to take preventive action to maintain the safety and security of people and society at large, to create a sense of security and to sustain trust in the police. This is achieved through early intervention in incidents and developments that undermine safety and security. Preventive work also makes economic sense because repairing the damage caused by crime and disturbances and the process of bringing the perpetrators to justice is expensive. Crime and disorder erode people's sense of security. A society with a strong sense of security is a successful society. (Finland's Strategy on Preventive Police Work 2019–2023 (ENSKA) Publications of the Ministry of the Interior 2019:3)

3 Data collection for the guide and survey findings

3.1 About data collection

The project gathered information on good practices through a Webropol survey and by exploring various activities aiming to prevent and investigate acts of hatred in Finland and elsewhere in Europe. The survey helped build a comprehensive picture of the state of play in the work aiming to prevent acts of hatred in Finland and also pointed the direction for the writing of this guide.

The survey was conducted online and sent to all police officers engaged in preventive work as well as to some NGO that collaborate with the police. A high number of responses was received from police officers. More than 60 police officers engaging in preventive work full time responded to the survey. The responses helped create a comprehensive picture of the current situation of this work and actions taken to prevent acts of hatred in different areas. Few NGO actors responded to the survey, which is why no conclusions can be drawn from their responses.

In addition to the survey, information was collected on good practices in different European countries. European police culture supports the sharing of practices and open dialogue. Such countries as Sweden and Norway are already doing a great deal to prevent acts of hatred and have teams specialising in this work, and because of the many similarities between the culture and legislation in these countries and in Finland, they gave a strong indication of what could be done in Finland. The United Kingdom also came up in this examination, as many different practices are already used in this country by various stakeholders.

Both the police and NGOs are involved in preventing acts of hatred, and legislation supports the authorities in this task. While many promising projects are being conducted around Europe, incorporating them into permanent structures would ensure continuity and thus also enhance the impact of the work.

3.2 Survey

The Webropol survey used in the study was sent to all police officers involved in preventive work in Finnish police departments. In addition, it was sent to NGOs working

with this theme to obtain comparative information about how these actors see police actions aiming to prevent acts of hatred in Finland. The response rate of police officers was high. While no information is available on the number of police officers engaged in preventive work, plenty of responses were received from the area of each police department.

The survey set out to map good practices already used in various police departments, and the respondents were asked to assess what further action should be taken to improve the situation. In addition, an attempt was made to find out at a general level what else could be done to prevent acts of hatred.

The questions put to police officers were:

1. What is your organisation?
2. How long have you been working in your tasks?
3. Do you receive information about acts of hatred against your customers or stakeholders?
4. Does your organisation take action to prevent acts of hatred?
5. Which minority group is targeted by the acts you typically encounter?
6. What good practices does your organisation use to develop good relations with minority groups?
7. With which groups has your organisation developed cooperation?
8. What good practices does your organisation have for preventing acts of hatred?
9. In your opinion, what action should your organisation take to prevent acts of hatred?
10. Have you come across any other good practices for preventing acts of hatred in addition to those you already mentioned?
11. What action could be taken in general to reduce acts of hatred?
12. Do you have anything else to say about this theme?

The questions put to NGOs were:

1. In the area of which police department do you operate?
2. How long have you been working in your tasks?
3. Do you receive information about acts of hatred against your customers or stakeholders?
4. Which minority group is targeted by the acts you typically encounter?
5. What good practices does the police in your area have for developing good relations with minority groups?
6. What good practices does the police in your area have for preventing acts of hatred?

7. In your opinion, what action should the police in your area take to prevent acts of hatred?
8. Have you come across any other good practices for preventing acts of hatred in addition to those you already mentioned?
9. What action could be taken in general to reduce acts of hatred?
10. Do you have anything else to say about this theme?
11. Which organisation do you work for (not mandatory)?

3.3 Survey findings

The response rate of police officers was high. More than 60 responses were received by the deadline, which represents a large share of police officers engaged in preventive work. Responses were received extensively from different police departments and parts of Finland.

It was obvious from the police officers' responses that preventive work already takes many different forms. Intervention in acts of hatred was seen as part of preventive work in general. The responses reflected the respondents' pride in what they do, and the fact that people with genuine enthusiasm for this work end up doing it. Preventive work has been developed in recent years in Finland, and permanent structures are beginning to take shape. Resources have also been allocated to all police departments specifically for this work.

One element emerged in the responses of both respondent groups above all others: police presence among people. Officers engaged in preventive work maintain a presence at various events, in public places and wherever people get together. While this was seen as creating a sense of security, it was also felt to bring the police closer to people. This made the police more approachable and recognisable, and contacting a police officer you already know is easier.

3.3.1 NGOs

The response rate of NGOs remained low, which is why presenting the results in a numerical form is not appropriate. Good practices were brought up in open-ended answers, however, and they which were taken into consideration in the guide.

In particular, NGOs brought up a dialogical connection with the police and police presence at events. The NGOs would like the police to receive more training on different minority groups. In addition, they considered building up police officers' knowledge and competence relating to this theme important. This was believed to increase police officers' understanding of, and facilitate their interaction with, minority representatives.

3.3.2 About the survey responses

In this section, the responses are dealt with at a general level, whereas some of the good practices brought up in the survey are discussed in detail later.

Question 3

Do you receive information about acts of hatred against your customers or stakeholders?

One half of the respondents reported having encountered acts of hatred in their work at times. Some said they encounter such cases as often as weekly. While many respondents have encountered acts of hatred in their work, the survey indicates that almost one out of five has so far never come across them.

Table 1. Do you receive information about acts of hatred against your customers or stakeholders in your work? Number of respondents: 66

	n	%
Daily	0	0%
Weekly	11	16.66%
Monthly	11	16.67%
Sometimes	33	50%
Never	11	16.67%

Question 4

Does your organisation take action to prevent acts of hatred?

While most respondents could identify actions their organisation takes to prevent acts of hatred, one out of three was unable to say if any actions were taken. A probable explanation for this is that the respondents did not perceive work already carried out specifically as preventing acts of hatred, even if this work is done on a daily basis.

Table 2. Does your organisation take action to prevent acts of hatred? Number of respondents: 66

	n	%
Yes	44	66.67%
No	4	6.06%
Cannot say	18	27.27%

Question 5

Which minority group is targeted by the acts you typically encounter?

Most respondents said the acts of hatred they encountered in their work were motivated by skin colour, ethnicity or national background. A study on hate crimes reported to the police in Finland in 2019 indicates that most of the suspected hate crimes were associated with prejudice against or hostility towards an ethnic or national background, which accounted for 72.3% of the cases in the report. In other words, the experience of the police is consistent with the reported figure. (Rauta, Jenita: Poliisin tietoon tullut viharikollisuus Suomessa 2019. Reviews of the Police University College 2020).

The answer under the option “other, please specify” as a rule was “all of the above”.

Table 3. Which minority group is targeted by the acts you typically encounter? Number of respondents: 63

	n	%
Sexual orientation, gender identity or gender expression	3	4.76%
Skin colour or ethnic or national background	50	79.37%
Religion or belief	2	3.17%
Disability	1	1.59%
other, please specify	7	11.11%

Question 6

What good practices does your organisation use to develop good relations with minority groups?

The responses described different preventive actions taken by the police. Establishing contacts with minority groups was seen as important, as well as meeting them at schools, reception centres and events. Networking in the local area and the importance of communications were brought up. The responses reflected the wide range of preventive work already carried out by the police.

Extracts from responses:

- Collaboration with stakeholders of preventive work to establish contacts with minority actors in the area.
- Discussions with local Roma people in order to help Roma who have ended up in a vicious circle of exclusion and crime.
- Networking with different stakeholders.
- Training related to hate crimes for minority representatives and minority actors in the area.
- Training related to hate crimes at local educational institutions.
- Visibility and availability of the police on social media.
- Cooperation with NGO actors and guidance and advice provided to them.
- Cooperation with reception centres.
- Putting aside police officers' role as authorities when encountering people. Interaction with people, provision of advice and guidance in different situations.
- Participation in team work carried out with minority actors.
- Project activities with stakeholders to improve the position of minorities and to promote equality.
- Liaising with minority actors to build trust and promote information sharing.

Question 8

What good practices does your organisation have for preventing acts of hatred?

In addition to actions taken by the police, respondents underlined the importance of partners. Cooperation with Victim Support Finland and mediation was considered an essential part of police work in the area of hate crimes. Prevention and low-threshold intervention in cases were regarded as important.

- Preventive police work in connection with demonstrations.
- Low-threshold intervention in acts of hatred or phenomena related to them known to the police.
- Cooperation with minority actors and police presence, for example at events.
- Discussion events between different parties to increase understanding and tolerance.
- Cooperation with stakeholders to tackle and intervene in hate speech and polarisation.

Question 9

In your opinion, what action should your organisation take to prevent acts of hatred?

Responses to this question highlighted the importance of cooperation. Cooperation was called for, not only at the national level in the form of information activities but also in municipalities as collaboration between the police and the municipality aiming to prevent acts of hatred. Open discussion was called for, also on difficult topics, and training for the police.

- More training related to the topic
- Using social media channels to raise awareness and increase tolerance.
- Cooperation between the police and actors in municipalities/cities to prevent acts of hatred and increase equality.
- Stepping up dialogue between the police and potential perpetrators.
- Visibility of the police at events and demonstrations.
- Improving cooperation and identifying local actors better.
- Training on hate crimes for the police.
- Cooperation with NGOs to encounter perpetrators of hate crime.

3.4 Conclusions

The survey was addressed to police officers engaged in preventive work. This target group already has basic knowledge of what acts of hatred are and which measures are and should be taken to prevent them. The fact that the respondents knew what they were talking about and that actions are being taken around the country was reflected in the responses. Rather than something focusing on an individual phenomenon, preventive work is seen as a larger entity. Local cooperation and open interaction were considered important. The need for training was also mentioned in the responses.

The aim of preventive police work is to strengthen people's trust in the police. In these efforts to build trust, the needs and special features of different groups should be taken into account. The police respond to this need by maintaining a presence in their local area and ensuring that all key groups are reached equally. The significance of police presence at different events also emerged in the survey responses. Respondents representing both the police and NGOs felt that police presence is important wherever people get together. This way, local people get to know the police, lowering the threshold for contacting the police when they need to ask questions or report an offence. This also applies to social media presence. When police officers introduce themselves as identifiable individuals, the threshold for contacting them is lower. As young people, in particular, spend a great deal of time on the social media, it is important for the police to be there, too.

One of the aims of preventive police work is to maintain and enhance people's safety and sense of security. By being present wherever people get together, the police can bolster this sense of security. The importance of encountering all people equally and the special needs of different population groups should be taken into account in the activities. In most police departments, preventive work focuses on a wide range of different phenomena, not only on a single phenomenon at a time. It is nevertheless important that individual phenomena are also adequately addressed both in actions and communications, and that they are intervened in efficiently, at the right time, and using the most effective means for each phenomenon.

4 Good practices

4.1 Preventive work and hate crimes in Finland, leadership

The preventive work of the police in Finland is guided by the Strategy on Preventive Police Work (ENSKA). The police have a legal duty to engage in preventive action to maintain the safety and security of people and society, to engender a sense of security and to sustain confidence in the police. This is achieved through early intervention in incidents and developments that undermine safety and security. To ensure that preventive action is both productive and effective, there needs to be a focus on strategic guidance, consistent leadership that paves the way for preventive action at all organisational levels and managerial work that supports the actions. (Finland's Strategy on Preventive Police Work 2019–2023 (ENSKA) Publications of the Ministry of the Interior 2019:3)

Among other things, the Strategy for Preventive Police Work defines the following objectives for the work:

The purpose of the preventive police work is to reduce the economic and human costs to individuals and society at large arising from crime and disorder weakening security. In this context, the police identify and take into consideration the needs of minority group members in preventive work. Young people representing these groups are less likely to report an offence to adults or authorities than others, which is why establishing good relations between population groups and identifying local actors are important. This can also help lower the threshold of reporting hate crimes.

Studies have found that visible minorities are targeted by hate crimes more often than others. The police should share information on hate crimes and what you should do if you suspect that you have been a victim of a hate crime. The police should continue to combat illegal hate speech and hate crimes, taking into consideration the positive lessons learned from the extensive action initiated in 2017.

The following section describes good and effective practices of preventive police work from Finland and other European countries.

4.2 Community police officers Helsinki, Finland

Country: Finland

Form of action: Community police officers

Implementer: Helsinki Police Department, Preventive Action Unit

Why this is a good practice: The community police officers are a link between various communities and the police and other authorities in a wider sense. They lower the threshold for contacting the police and serve as a channel for open information sharing.

The community officer activities were launched in Helsinki as the police realised that, while the police heard nothing of minority groups' concerns from the field, this did not mean that such concerns did not exist. The minorities simply did not dare, or did not know how to, bring them to the attention of the police. As a result, the police started to work on interaction and building a relationship with minority actors. Rather than being limited to people with different linguistic and cultural backgrounds, this work also included young people and groups with different extremist ideologies.

Building trust is the key to establishing a dialogical connection and sharing information. This enables the police to offer the necessary services and engage in open dialogue. While building trust takes time, once it has been established, it can also take minor challenges along the way. A trustful relationship makes it possible to obtain information about deeply buried hatred and the experiences behind it, among other things. This prevents groups from forming 'fronts' to defend their position.

The most important aspect of the community officer work is actively seeking interaction with different population groups, including minorities, and using this interaction to build trust. The goal should be set at the police helping to solve those problems that fall within their mandate.

Many people with different linguistic and cultural backgrounds have little or no trust in the police, and they are vulnerable to disinformation. As a result, there is a risk that their hatred and frustration may erupt as disruptive behaviour at some point. A familiar authority can respond to this challenge and participate in discussions. While communities have discussions in their mother tongues, a familiar and trusted police officer can support them. Trusted individuals among the population groups can help with linguistic challenges. The same mechanisms work for people with extremist ideologies.

4.3 HEER Helsinki, Finland

Country: Finland

Form of action: Preventive work of Helsinki Police Department, HEER team

Implementer: Helsinki Police Department, Preventive Action Unit

Why this is a good practice: The HEER team combines police activities on web platforms with presence among people, enabling a wide range of work forms with customers.

The objective of the HEER teams of Helsinki Police Department's preventive work is to identify and solve local security problems and the problems of young people who commit offences as a symptom of other problems and those at risk of exclusion using a local problem solving model. The HEER teams work customer-centrally with customers who require a more extensive multiprofessional approach than what traditional police work can offer to find a comprehensive solution for their security problems. These problems may include security challenges experienced by different minorities and young people at risk of exclusion.

The prerequisites for achieving the objectives are open, active and trusting relationships with communities, knowledge of the operating environment and an ability to recognise phenomena that affect its safety. To reach the objectives, other actors are brought in to help identify and solve security problems.

The HEER work combines traditional community policing and its latest form conducted on the social media. This means that the officers of the team both patrol the streets and maintain an online presence. The HEER work is about reinforcing contacts made online on the street and vice versa. New technologies have been harnessed to help maintain these contacts and, on the other hand, to lower the threshold for contacting the police, especially when working with young people.

According to the HEER ideology, the only effective method is the so-called hybrid model. Customers can be met on their terms and wherever this serves the purpose, and the police always adjust their approach as necessary in order to achieve the best result. The HEER teams work with young people as well as those with different linguistic and cultural backgrounds. The objective is to give the customers a feeling that there is someone they can turn to with their questions in their daily life.

4.4 Presence at events, Finland

Country: Finland

Form of action: Presence of police officers engaged in preventive work at events

Implementer: Police departments

Why this is a good practice: Police presence among people brings the police closer, makes the police easier to approach and lowers the threshold for connecting with the police.

The presence of uniformed police officers at events in their local area is a good Finnish practice. This makes the police easy to approach and available for open encounters with citizens. The threshold of talking to the police is lowered when officers step out of the patrol car. This way, important information can be communicated between the police and citizens.

Police presence was also identified as a good practice in a survey addressed to NGOs working with the police. Respondents felt that these activities created a sense of security and brought the police closer to people. Respondents said that the police were easier to approach and recognise, which also lowered the threshold of contacting them.

The physical presence of the police calms things down and helps prevent any problems. When police officers come out of the patrol car, citizens are more likely to come and talk to them and tell them what is going on. This provides the police with a great deal of valuable information about what is happening in the area.

Police presence is especially valuable at young people's events and gatherings. Once a dialogical connection has been established, a young person may also approach the police on the social media and share their concerns. On the other hand, low-threshold intervention by the police at events also facilitates dealing with emerging problems. A rapid response is possible, and any arising situations can be nipped in bud.

Police presence at the events of different minorities instils a feeling of security in the participants. When the faces of police officers are familiar and people can get to know them as individuals, this lowers the threshold for contacting the police. People are more likely to contact a police officer they know, as the threshold for asking for help or advice is lower.

4.5 Anchor work, Finland

Country: Finland

Form of activity: Anchor work

Implementer: Ministry of the Interior together with the National Police Board and police departments

Implemented: Since 2000

Why this is a good practice: Anchor work has a multiprofessional approach. Based on the one-stop shop principle, many different authorities can participate in assessing the customer's situation and intervene in the challenges of their life at the right time

Further information: www.ankkuritoiminta.fi

An Anchor team comprises professionals of four different sectors: the police, social services, health care and youth services. The Anchor actors have a broad understanding of challenges in the local area and new phenomena observed in it. As the Anchor actors represent different stakeholders, they have versatile competence and tools for solving a variety of problems.

Anchor activities aim to address emerging problems with a low threshold. The members of the Anchor team receive information about the situation and events in their area and can thus quickly intervene in any problems. Anchor teams also have local networks, which ensures smooth communication between all those working with young people. This enables them to intervene in new and changing situations.

Together with various educational institutions, Anchor actors can also have the role of bridge builders between parties. In collaboration with other actors, their activities can also be extended to leisure time. In acts motivated by prejudices, the most constructive solution may be found in sitting both parties down to talk and listen to each other. In addition, Anchor teams work together with mediation offices, and mediation can thus be one aspect of resolving an issue.

4.6 Online training on Equality and encountering customers, Finland

Country: Finland

Form of activity: Online training for police officers

Implementer: Ministry of the Interior with the Police University College and the National Police Board

Implemented: In 2021, an effort will be made to integrate the training in the Bachelor of Police Services programme.

Why this is a good practice: By means of online training, the same information can be brought to a considerably larger group at a time than through other training forms. Online training can also reach those who have not otherwise participated in training on this theme.

The Facts against Hate project implemented a compulsory online training module on equality issues for all police officers and civilian personnel of police departments. The objective of this training is to broaden the participants' understanding of equality, hate crime and minorities as well as the values and ethical guidelines of the police and their application to the daily work. Its aims also include lowering the threshold of communicating with minorities and supporting police officers in working with them.

Emphasising a professional approach in police work regardless of the customer's background is another objective of the training. The contents of the training combine information on legislation and its significance in everyday work as well as the underpinning regulations that oblige the authorities. If necessary, the training can also be modified for other professionals.

The themes of the training include professionalism, police values and ethical code of conduct, the Non-Discrimination Act and the obligation to promote equality laid down in it, as well as hate crimes and hate speech. After completing the training, the student is able to recognise the most effective ways of promoting equality in their work, understands how stereotypes and differences between people affect society and their work, understands and is able to justify in their work organisation why equality is not a matter of opinion, and is able to identify hate crimes and their indicators more effectively.

4.7 Police on the social media, Finland

Country: Finland

Form of activity: Police officers on the social media

Platform: Facebook, Twitter, Instagram, Snap Chat, Tik Tok

Why this is a good practice: Everything we do is increasingly moving to the Internet and social media channels. The police should maintain a presence in all environments where citizens spend a large part of their time.

The police in Finland wish to be present and increase interaction with citizens – also in virtual environments. Police presence on the social media is part of the preventive work. Police officers operating in the social media can also participate in criminal investigations and spread information about important and topical matters. One of the objectives of these activities is lowering the threshold of contacting the police.

The police operate in the social media both at police department level and through profiles set up by individual employees. A great deal of information and tips are shared with citizens through the police departments' profiles. The officers who set up profiles with their names and photos serve as virtual community officers. All officers manage their profiles in their own ways, however following the instructions for social media use issued by the National Police Board. The officers use any platforms that are best suited for their job descriptions. All police profiles must make it clear that they belong to the police as well as indicate the area in which the officers operate and what their duties include.

Police officers on the social media provide advice and share information on the channels they use and respond to citizens who contact them. Experience has proven the benefits of social media use, especially when working with young people. Young people spend a large part of their time on social media channels, and for them this is the most natural way of communicating with the police and asking questions about things that concern them.

The social media activities of the police also support other work conducted among people and encounters in different situations. If citizens get to know a police officer through the social media, this also makes the police easier to approach in real life. On the other hand, keeping in touch on the social media is easier after a real-life encounter. The threshold for reporting offences is lower when you can deal with a police officer you already know, and building trust is easier. The presence of the police on different online channels and forums also sets a positive tone for the discussion. Visible police presence online as well as in other environments prevents offences.

4.8 Hate speech tip line, Norway

Country: Norway

Form of activity: Hate speech tip line

Implementer: The police

Why this is a good practice: Tips can be sent anonymously, which lowers the threshold for reporting. This increases the likelihood of reports being made and enables intervention in a higher number of acts.

Further information: www.tips.politiet.no

The police in Norway have many forms of online work, including a tip line, online police activities and virtual police departments on Facebook.

The Norwegian police maintain a tip line which anyone can use to send messages or pictures of hate speech online. The police examine the content of the message and attempt to find the post in question online on the platform where it was originally published. Once the original post is found, the police strive to identify the sender.

When the sender has been identified and located, the captured online posts and other information related to the details of the potential perpetrator are sent to the police in the perpetrator's location. The police look into the case and decide whether a report of an offence should be recorded. The police can deal with the case as an offence in a criminal process or, if the threshold of recording a report of an offence is not reached, so-called preventive work can be initiated to ensure that the perpetrator does not repeat their actions. In this model, too, the police contact the perpetrator, explain about the offence, and instruct them not to reoffend.

4.9 Stakeholder training, Norway

Country: Norway

Form of activity: Training for stakeholders provided by the police

Implementer: The police

Why this is a good practice: It is important to raise awareness of hate crime as widely as possible among different stakeholders in society. This way, the internal activities of companies and communities can be influenced, and the possibilities of intervening in any acts of hatred can be improved.

The Norwegian police works together with the NGO Stop Hatprat to provide local companies and communities with training related to hate speech and hate crimes. The training provides information on what the offences are, where they can be reported, and what the role of the police is in combating hate speech. However, the most important theme of the training is what companies and communities can themselves do in their local area to reduce and prevent hate speech.

In each area, young politicians have also been involved in the training to learn more about hate speech and talk to the participants about it. This teaches them to think about the theme of hate speech and take it into account in their work, also helping to make a broader impact on the general discussion culture.

The police believe that a strong intervention in hate speech requires the involvement of a broad-based group of actors in the work to combat it.

4.10 Online policing, Norway

Country: Norway

Form of activity: Online policing

Implementer: The police

Why this is a good practice: Maintaining a police presence on the social media is important as citizens increasingly move to online environments. Police presence has a preventive effect on crime.

Further information: www.tips.politiet.no

The Norwegian police engage in what they call online policing. Each of the 12 police districts in Norway has its virtual police station on Facebook. The police 'patrol' different social media channels, contributing their views to discussions and advising citizens. Officers can participate in public discussions or communicate personally with people whose behaviour or actions need to be addressed. They also moderate discussions on their Facebook site.

This gives the police a high level of visibility also in online environments. The presence of the police on online platforms suppresses harmful content in discussions, and people are more likely to think twice about their posts on these channels. The police can also communicate in person with users who share harmful content or whose posts appear to have a tone or content that violates the law. The conduct of these users can be intervened in with a low threshold, thus preventing the continuation of harmful activities.

The National NCIS in Norway is developing methods for 'patrolling' the online environment better (proactive online patrols). One of the online patrols being developed is dedicated to preventing hate speech. In connection with online patrolling, several examples of hate speech were found on different Facebook sites. These posters were contacted, told that their message contained prohibited hate speech, and informed of the possible consequences of their actions. As a result, many people decided to remove their posts after being advised to do so by the police.

4.11 Hate crime investigation team, Sweden

Country: Sweden

Form of activity: Hate crime investigation team

Implementer: The police

Why this is a good practice: A unit focusing on hate crimes has the best and most up-to-date knowledge of the topic and is able to take into account all essential aspects when conducting a pre-trial investigation.

Further information: <https://polisen.se/en/victims-of-crime/hate-crime-victims/> and <https://polisen.se/utsatt-for-brott/olika-typer-av-brott/hatbrott/>

The police in Sweden have investigation teams specialising in hate crime in three different areas: Stockholm, Gothenburg and Malmö. In addition, each police department has officers with special training to investigate hate crimes. They can also consult special teams about these issues. The hate crime investigation teams focus on punishable hate speech and other hate crimes.

Police officers specialising in hate crimes have completed a special two-week training course on this theme at the National Police Academy. In addition to the special course, training related to hate crimes is provided for call centre employees and police officers working in field patrols. In the Swedish police, it is considered highly important to ensure that the frontline police officers who handle cases recognise hate crimes and know what they should take into account as the first police officers encountering the customer.

The operation of the hate crime investigation units was launched in Stockholm in 2007. Since 2016, a regional team with 11 employees has operated in Stockholm, while other police departments have slightly smaller teams. The units also work together with third sector actors to help victims of hate crime.

When a report of an offence is recorded, it is classified as a hate crime by the first response patrol. The report is then assessed by supervisors and forwarded to hate crime investigation units. The units re-assess the case based on the report, and if indications of a hate motive are detected, the unit continues investigating the case.

4.12 Hate crime training for team leaders, Sweden

Country: Sweden

Form of activity: Hate crime training for team leaders

Implementer: The police

Why this is a good practice: Hate crime training for investigation team leaders is important for the entire investigation chain, as the team leaders review all reports of offences, and it is vital that they can identify hate crimes among the large volume of reports.

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In addition to investigating hate crimes, the units provide training related to this theme in their areas. One of the most important groups to be trained is investigation team leaders, who receive training every year to improve their ability to identify hate crimes and thus ensure that the cases are recorded as hate crimes and processed in the correct procedure. Training is provided regularly to ensure that knowledge is not lost and that practices remain up-to-date and uniform everywhere.

All reports of offences pass through the team leaders before they are investigated. This is why providing training for these staff members is particularly important. It ensures that any elements of hate crime that may not yet be recorded are included in the reports at the review stage. These entries further ensure that the reported case is treated as a hate crime throughout the process and that this aspect is taken into account appropriately in the pre-trial investigation.

4.13 Mediation of hate crimes, United Kingdom

Country: United Kingdom

Form of activity: Mediation of hate crimes

Implementer: Southwark Mediation Centre

Implemented: since 2000

Why this is a good practice: In mediation, the victim and the perpetrator meet and can, for example, talk about the beliefs underlying their attitudes or ideologies. These discussions and the personal approach build understanding of the other party and tone down hatred.

Further information: <https://www.southwarkmediation.co.uk/>

Southwark Mediation Centre has been implementing a Hate crimes project together with the local police since 2000. While it was launched as a two-year pilot project, thanks to its success it has been running ever since.

The aim of mediation in hate crimes initiated in the Hate crimes project is an open discussion between the two parties. Rather than identifying the guilty party, the purpose of the process is to share experiences and make peace between the parties. The mediator encourages the parties in self-reflection with the aim of establishing and maintaining a good relationship between them. The mediator uses the model to guide people towards a solution that they can identify, choose and accept together. When the parties come up with the solution themselves, it is more permanent and easier to commit to.

The project has also been successful because court proceedings may not lead to the desired outcome and may even exacerbate the situation. In mediation, customer-oriented solutions can be found to problems, and the best possible outcome can be reached from the perspective of the case or the individual in question. The light weight of the process also contributes to the perception that mediation leads to more effective outcomes, also in hate crimes. The project activities have also helped bring down the number of hate crimes in the area while reducing the workload of the police.

4.14 Training on sexual and gender minorities for police officers, Croatia

Country: Croatia

Form of activity: Training on sexual and gender minorities for police officers

Implementer: Human Rights House Zagreb

Why this is a good practice: The practice proves that the police can work productively with civil society actors. Collaboration can help strengthen the knowledge base both in general and in connection with criminal investigations. Prevention of offences is also easier when it can be targeted correctly.

Further information: <https://www.kucaljudskihprava.hr/en/2020/12/29/hate-crime-training-for-police-officers-held-in-november/>

Since 2011, civil society actors have provided training for police officers on hate crimes perpetrated against sexual and gender minorities. The objective of this work has been to initiate a discussion about violence experienced by people belonging to sexual and gender minorities and about how this violence could be tackled. What the police can do to prevent such violence and the tasks of the police when dealing with these matters have been a particular focus in the training.

The training currently lasts two days and includes lectures on the theme given by different parties. The training also includes a great deal of discussion to enable a participatory approach. The training has been organised together by civil society actors and authorities, which is a good practice for encouraging dialogue and improving cooperation. In 2020 speakers from the Public Prosecutor's Office, the Diversity Unit of Antwerp Police, the Terrorism Unit of the Croatian Police Board and, for the part of civil society organisations, a support service for victims and witnesses of offences and Zagreb Pride were involved in the training.

The operating model demonstrates how civil society can help the police prevent various crimes motivated by hatred and, on the other hand, offer support in investigating them. The actors can also provide the police with information about events and their background, which the police would not otherwise be able to obtain through existing routes in communities.

4.15 Action Day to Combat Hate Postings, Germany

Country: Germany

Form of activity: Action Day to Combat Hate Postings

Implementer: Bundeskriminalamt

Why this is a good practice: Public communication about measures and implementing them in a uniform manner across Europe are important, and public awareness can also be raised this way.

Further information: https://www.bka.de/DE/Presse/Listenseite_Pressemitteilungen/2019/Presse2019/191106_AktionstagHasspostings.html

Bundeskriminalamt is the national central organ of the German police. Its tasks include maintaining centralised functions and promoting international police cooperation. Bundeskriminalamt also develops methods for preventing offences.

Since 2016, Bundeskriminalamt has organised Action Days to Combat Hate Postings in Germany in cooperation with the local police and the prosecutor. During these Action Days, the police carry out planned searches and interviews related to illegal hate speech. The activities are carried out in collaboration with the Public Prosecutor's Office and coordinated at the national level by Bundeskriminalamt. On the Action Day, the authorities and ministries publish press releases and also provide information on the Action Day on the social media.

Rather than removing hate postings from Internet platforms or closing down platforms, the purpose of the Action Day is to draw citizens' attention to the fact that compliance with laws is also monitored on the Internet as well as to the ways in which this is carried out. In order to prevent offences, it is vital that the general public is informed about the phenomenon of hate speech, its impacts, and the measures used to prevent it. It is important for citizens to know that the police also supervise the online environment and its various platforms.

Two Action Days were already organised in Germany in 2019. Thirteen states participated in the activities on the first day, and nine on the second day. On these days, searches related to hate speech offences under investigation were carried out in all states. During the German Presidency of the Council of the EU in 2020, Germany proposed an initiative on organising a common European Action Day.

4.16 Roze in Blauw, the Netherlands

Country: The Netherlands

Form of action: Roze in Blauw unit

Implementer: The Dutch police

Implemented: In Amsterdam since 2002, across the country since 2015

Why this is a good practice: The team regularly provides training to police officers at the police college and in police departments. It shares information about sexual and gender minorities and their rights within the police organisation and serves as a contact point for citizens.

Further information: <https://www.politie.nl/themas/roze-in-blauw.html>

The Roze in Blauw unit of the Dutch police ('Pink in Blue') was established to safeguard the rights of sexual and gender minorities within the police service and among the customers of the police. The team plays a key role in promoting equality and non-discrimination in the Dutch police.

The unit can be contacted via email, Facebook and Twitter, in addition to which it has a 24/7 contact line. The purpose of the different communication channels is to make it easier for citizens to contact the unit and to lower the threshold of getting in touch. While the telephone number is intended for non-urgent cases, it can be used 24/7 to reach a police officer of the team.

In addition to the various contact channels, each police department and national unit has its own Roze in Blauw group, and each area has a specific contact person. In Amsterdam, for example, each police station also has its own contact person.

Roze in Blauw has been praised for its openness and efforts to improve the status of sexual and gender minorities which have, among other things, promoted willingness to report hate crimes. The Roze in Blauw teams work in close cooperation with local, national and international actors and liaise with other similar networks and actors in the Netherlands and internationally. The team's motto is 'We can only investigate it if we know about it'.



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