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Better
Monitoring
and Preventing
Hate Crimes in
the United
States

CEWAP
Conflict Early Warning
Analytics Program

T R U S T
NETWORK

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A Case for Better Monitoring and Preventing Hate Crimes in the United States

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This report is a joint publication of the Center for Peace, Democracy, and Development (CPDD) through its conflict early warning arm, the Conflict Early Warning Analytics Program (CEWAP) and the TRUST Network (TN), which is the first conflict early warning system in the United States. CEWAP is the conflict early warning analytical hub of the TRUST Network. Together, CEWAP and the TRUST Network aim to expand the utilization of authentic community-based conflict early warning and early response through practice, research, technology development, training, and community empowerment.

This report focuses on hate crimes, hate groups and their connection to domestic extremism, and the threats posed by these crimes and groups to social cohesion. Hate crimes have a significant impact on communities beyond the direct victims, as they create a climate of fear and tension and contribute to the targeting of society's most vulnerable groups. Addressing hate crimes and promoting tolerance and inclusivity is thus an important priority for both law enforcement and civil society. This report argues that any analysis of hate crimes, hate groups, or violent domestic extremism must be data driven and evidence based to track these threats more accurately and to respond to hate crimes, hate groups and domestic extremism more effectively.

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EXECUTIVE SUMMARY

Recent data reveals an alarming increase in not only hate crimes and incidents but hate groups as well, with Massachusetts alone experiencing a 30% increase in hate crimes between 2001 and 2022, according to the Anti-Defamation League (ADL). Despite several Federal laws that aim to address hate crimes, a widely accepted definition of hate crimes and incidents is not available. As a result, hate crime laws in states and territories vary widely across jurisdictions making consistent identification and therefore prevention of hate crimes a considerable challenge.

Hate crimes in the United States have a significant impact on the social fabric, eroding trust in police, reducing social cohesion, and threatening the psychological, behavioral, financial, and physical well-being of both individuals and communities. In response, the TRUST Network (TN) is leading civil society efforts to catalyze the resilience of communities by providing needed support and resources for local leaders to monitor and prevent hate crimes and violence by enhancing conflict early warning early response strategies (EWER) crucial for early detection and prevention at the community-level.

> **This report calls on Attorney Generals at the State and Federal level to work with Congress to develop a comprehensive and consistent definition of hate crimes and incidents.**

A clear definition will ensure that there is uniform understanding of hate crimes and hate incidents across the country, including the distinctions between physical and psychological aspects of hate crimes, as well as hate speech, which will considerably increase chances of detection, data collection, and prevention. The current national patchwork of hate crime response systems are in urgent need of replacement with a well-coordinated multi-tiered approach (e.g., coordinating across city, State and Federal institutional barriers, sharing resources, etc.).

Federal agencies like the Department of Homeland Security (DHS), state and city public safety offices, and religious congregations and other civic groups should redouble their efforts to help individuals and communities recover from hate crimes and hate group activities through funding for healing programs, increased community policing, restorative approaches, community dialogue, interfaith campaigns, human rights campaigns, legislative actions, community listening sessions, regulations limiting hate, and other means.

Figure 1: U.S. protest against hate crimes (AP, 2022)

Communities should also prepare for upstream prevention of hate crimes by detecting early warning signs like the distribution of propaganda by hate groups and alerting government authorities and early warning early response strategies (EWER) initiatives like the Trust Network (TN) and the Conflict Early Warning Analytics Program (CEWAP). Preemption is possible through community-based engagement such as community organizing, and the formation of intergroup and interfaith associations, among other strategies.

The Origin of Hate

Figure 2: Demonstrators holding signs during a rally against anti-Asian hate crimes outside City Hall in Los Angeles on March 27 (Chiu, 2021).

Hate is rooted in and develops from the human tendency to differentiate between *us* and *them* and the ways that people come to devalue them (Staub, 2005). Examples of such differentiation have been race, religion, ethnicity, nationality, social class, and political beliefs. According to Stab (2005), a common form of devaluation is to see them as unintelligent, lazy, and unappealing. A more extreme form is to see the "Other" as morally deficient and evil, which is often accompanied by the belief that the"other" has gained wealth, power, or influence dishonestly, manipulatively, and at one's own expense, as seen in the devaluation of Jews. Another form of devaluation is viewing the "other" as a danger to his or her life, loved ones' lives, or the lives of members of his or her group. For example, Hitler and the Nazi propaganda promoted the idea that Jews were a threat to Germans individually (exploiting them, seducing German girls and women) and collectively (aiming to destroy Germany) (Staub, 2005). Groups of people and whole societies develop devaluation of another group of people for various historical reasons. For instance, when a group becomes poorer and less privileged, their devaluation is justified. Additionally, a group's unique habits, customs, beliefs, and values as well as physical characteristics may justify their devaluation. Devaluation may also be a response to difficult conditions of life, which frustrate basic human needs.

Hate on the group level is often promoted by an ideology or "system of beliefs about desirable or ideal social arrangements that offer the promise of a better life for a nation or for all humanity" (Staub, 2005, p. 54). Ideologies become a foundation of hate and are damaging because they specify certain groups of people that threaten the ideology's fulfillment.

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A CASE FOR BETTER MONITORING AND PREVENTING HATE CRIMES IN THE U.S.

Figure 3: Protesters attended a "#StopAsianHate Community Rally" in downtown San Jose on Mar. 21, 2021 (Google Commons, 2021)

DEFINING HATE CRIMES

Efforts to define hate crimes have mostly emerged from the necessity of formulating policies and regulations to address these crimes. However, policy makers and academics disagree on how hate crime should be defined, and which metrics should be established to differentiate between hate crimes and other types of crimes.

According to the Department of Justice (DOJ), under the First Amendment of the U.S. Constitution, people cannot be prosecuted simplyfor their beliefs (n.d.-d). In other words, it is not a crime to express offensive beliefs, or to join with others who share such views. However, the First Amendment does not protect against committing a crime, just because the conduct is rooted in ideological beliefs.

DOJ defines "hate" as bias against people or groups with specific characteristics that are defined by the law and not as it relates to rage, anger, or general dislike (n.d.-d). At the federal level, hate crime laws include crimes committed on the basis of the victim's perceived or actual race, color, religion, national origin, sexual orientation, gender, gender identity, or disability. The "crime" in hate crime often refers to a violent crime, such as assault, murder, arson, vandalism, or threats to commit such crimes. It may also cover conspiring or asking another person

to commit such crimes, even if the crime was never carried out. Hate incidents, on the other hand, are defined as acts of prejudice that are not crimes and do not involve violence, threats, or property damage.

Likewise, the FBI characterizes a hate crime as a criminal offense motivated, at least in part, by bias against the victim's race, religion, disability, sexual orientation, ethnicity, gender, or gender identity (n.d.-a).

The definition of hate crime proposed by academics, in general, considers three dimensions (1) the motivation behind committing a crime, (2) the inflicted harm and (3) the structural dimensions under which hate crimes are committed (Jacobs & Potter, 1997; Lawrence, 1994; Craig & Waldo, 1996; Barnes & Ephross, 1994 etc.).

Taken together, the motivations for committing a hate crime are manifold. It can be due to biases including, but not limited to, race, religion, ethnicity, sexual orientation or even social economic status or the perceived vulnerability of a person in a social context. The commission of hate crimes may also take place in various social, economic, and political contexts. Hall (2013) claims that hate crime, like any other crime, is ultimately a social construct.

FEDERAL HATE CRIMES

In the United States there are several federal laws that address hate crimes (U.S. Department of Justice, n.d.-b). Although many bias-motivated crimes are prosecuted at the state and local level, depending on the circumstances, federal prosecution of bias-motivated conduct may also be possible under a variety of statutes, including those mentioned in Figure 4.

STATE HATE CRIME LAWS

According to DOJ, most states and U.S. territories (48 out of 51) have hate crime statutes that are enforced by state and local law enforcement in state and local courts (U.S. Department of Justice, n.d.-b). Hate crime laws in states and territories, however, vary widely across jurisdictions. For instance, different jurisdictions define hate crimes to include different bias motivations. According to DOJ only fourteen states in the United States have completely incorporated all the categories of the federally defined hate crimes (race/color, national origin, religion, sexual orientation, gender/sex, gender identity, and disability). Other states' hate crime laws such as Arkansas only consider crimes due to religious bias as a hate crime while states like Alabama, Idaho, Montana, and Pennsylvania do not even consider crimes due to sexual orientation,

gender/gender identity or disability a hate crime. Two states, Wyoming and South Carolina, do not have hate crime laws at all.

LACK OF UNIFORMITY IN HATE CRIME / INCIDENT DEFINITIONS

Although these federal hate crime laws aim to define hate crimes and hate incidents, there is no widely accepted definition that defines hate crimes and incidents. Moreover, the inconsistency in definitions makes it difficult to draw a conceptual boundary between hate crimes and hate incidents.

Additionally, the common concept that runs through all these laws is that they define hate crimes based on the concept of "bodily injury and/or material harm."

This means that the crime itself must be tangible, visible and must be committed based on/due to a person's perceived race, color, religion, etc. By defining hate crimes in terms of tangible bodily harms, these federal laws exclude hate incidents, which are considered legal and protected by freedom of speech in the United States. For example, California's Town of Danville defines a hate incident as "An action or behavior motivated by hate but which, for one or more reasons, is not a crime" (Danville California, n.d.).
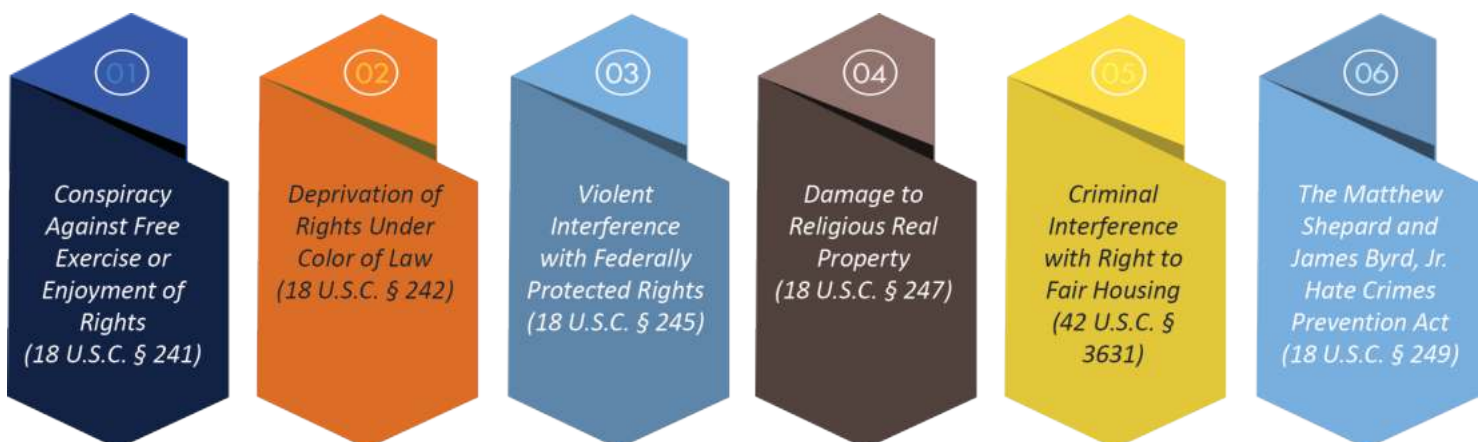

Figure 4: Federal Hate Crime Laws

Examples of hate incidents may include the following: name calling, insulting, displaying hate materials on property, posting and distributing hate materials. While there is no universal definition of hate speech in international human rights law, it appears that a normative foundation is emerging to define and draw a boundary between hate speech and freedom of expression. For example, the United Nations defines hate speech as "Any kind of communication in speech, writing or behavior, that attacks or uses pejorative or discriminatory language with reference to a person or a group on the basis of who they are, in other words, based on their religion, ethnicity, nationality, race, color, descent, gender or other identity factor" (n.d.).

THE THREAT POSED BY HATE

CORRELATION BETWEEN HATE AND DOMESTIC TERROR, EXTREMISM, AND POLITICAL VIOLENCE

Threat assessments to national security have two key warnings: 1) that targeted violence, especially hate crimes, are on the rise and 2) that hate groups/White nationalist groups are an ever-increasing threat to national security (DHS, 2023). In its 2022 Threat Assessment, DHS notes that "Lone offenders and small groups motivated by a range of ideological beliefs and/or personal grievances continue to pose a persistent and lethal threat to the Homeland" (DHS, 2023). DHS warns that targets of potential violence would include "U.S. critical infrastructure, faith-based institutions, individuals or events associated with the LGBTQIA+ community, schools, racial and ethnic minorities, and government facilities and personnel, including law enforcement."

Hate crimes are criminal acts motivated by bias, and hate incidents are non-criminal acts also motivated by bias (Reno et al., 1997). In contrast, domestic terrorism refers to acts of violence or intimidation that are carried out by individuals or groups within their own country, with the goal of promoting a political or ideological agenda (Reno et al., 1997). Domestic terrorism can be motivated by a range of beliefs, from religious fanaticism and White supremacy to eco-terrorism. Unlike hate crimes and hate incidents, domestic terrorism is primarily seen as a threat to national security and is therefore typically investigated and prosecuted by federal law enforcement agencies (Reno et al., 1997).

Over the last ten years, investigations into domestic terrorism increased by 357% and more than 40 states experienced at least one act of domestic terrorism from 2010 to 2021, totaling 231 separate incidents (U.S. Government Accountability Office 2023). About 35% of these incidents, the largest category, were racially or ethnically motivated.

Mass shootings are also on the rise. A total of 360 mass shootings were recorded as of July 17, 2023 (defined as four or more victims shot or killed), according to the Gun Violence Archive Mass Shootings (2023).

U.S. infrastructure is also vulnerable. Over the past 50 years, U.S. infrastructure has been consistently subject to attacks, although they total a relatively low number of incidents per year. According to the Global Terrorism Database, between 1970 and 2020 there have been 102 attacks on U.S. infrastructure, at least 60 of which targeted the electrical grid (Englund, 2023). Infrastructure attacks rose 71% in 2023 compared to 2021 (Morehouse, 2023).

Evidence suggests that at least some of these hate crimes and hate incidents are tied to hate groups, although some studies have resulted in inconclusive evidence.

Figure 5: Pro-Palestinian students take part in a protest in support of the Palestinians amid the ongoing conflict in Gaza, at Columbia University in New York City, US, on October 12, 2023 (Reuters, 2023)

In a 1988 study, researchers found a correlation between the burning of crosses and the activation of White supremacist groups (Green & Rich, 1998). Similarly, a 2014 study found that the number of White hate groups was a significant predictor of the presence of violent far-right perpetrators at the county level (Adamczyk et al., 2014).

A 2022 article by the Brookings Institute indicated that from 2012 through 2021, nearly three in four murders classified as domestic terrorism were committed by right-wing extremists (Ray, 2022). The article also revealed that in 2020, 55% of perpetrators of hate crimes were White, 21% were Black, and 16% were of unknown racial background. Additionally, 62% of hate crimes were about race/ethnicity, nearly 25% were about sexual orientation/gender identity, and 13% were about religion.

Although research has shown that many individuals who engage in domestic extremism/terrorism in the United States are young White males (U.S. Department of Justice,

n.d.-c), not all White supremacists, hate groups and domestic terrorists are White. Individuals from diverse backgrounds commit hate crimes, some of whom have also committed acts of domestic terrorism.

The Allen Mall shooter, Mauricio Garcia, for example, who shot and killed eight people in Texas was Latino and a self-professed White supremacist (FosterFrau, 2023). Enrique Tarrio, the former chairman of the White supremacist group "The Proud Boys" is also Latino. The man charged with crashing a U-Haul truck at a security barrier near the White House and threatening to harm President Joe Biden while shouting White supremacist slogans was of South Asian Indian origin (Pagones, 2023).

What this makes clear is that what defines these hate groups, individuals and domestic terrorists is not their ethnicity/racial identity but their espoused adherence, support of and/or citation of hate and/or terrorist group ideologies like the great replacement theory or accelerationism.

HATE GROUPS AND DOMESTIC TERRORISM DRIVEN BY EXTREMIST IDEOLOGIES

1. ACCELERATIONISM

In February 2023, Brandon Russell, the founder of Atomwaffen, and his accomplice, Sarah Clendaniel, were indicted by a grand jury for planning attacks on electric substations in Baltimore, Maryland. Their intention was to cause a widespread power grid failure and instigate chaos and violence in line with the group's ideology of "accelerationism." This ideology seeks to create a "race war" between Whites and non-Whites to dismantle the existing social order (New Statesman, 2016).

3. PURIFYING SOCIETY

Anderson Lee Aldrich shot and killed five people at Club Q, a nightclub for the LGBTQ+ community in Colorado Springs, on November 19-20, 2022 (The Associated Press, 2022). On the night of the shooting, it was reported that Aldrich had purportedly established a website that promoted "free speech" but also contained violent and racist content. Among the disturbing material was a video that suggested the elimination of civilians to "purify society" (Yurcaba & Collins, 2022).

Figure 6: What your Asian employees need right now (Getty Images, 2021).

2. GREAT REPLACEMENT

On May 14, 2022, a mass shooting occurred at a Tops Friendly Markets supermarket in Buffalo, New York. The attack resulted in the deaths of 10 Black individuals and injuries to three others (Franklin & Hernandez, 2023). Gendron's manifesto propagated the "Great Replacement" conspiracy theory, alleging that elites aim to replace White populations through immigration and reduced birth rates, ultimately leading to the genocide of White people (Wilson & Flanagan, 2022).

4. ANTI-SEMITISM

On April 27, 2019, a shooting occurred at the Chabad of Poway synagogue in Poway, California (Bravo, 2021). John Timothy Earnest, armed with an AR-15 style rifle, opened fire, killing one woman and injuring three others, including the synagogue's rabbi (U.S. Department of Justice, 2021). Before the shooting, an anti-Semitic and racist open letter, signed by Earnest, was posted on 8chan (Gage, 2019). Earnest also claimed responsibility for a mosque fire in Escondido, California, in March 2019, which he attributed to Christian beliefs.

HATE CRIMES ERODE TRUST AND REDUCE SOCIAL COHESION

Hate crimes in the U.S. have a significant impact on the social fabric, eroding trust in police, and reducing social cohesion. When individuals or groups are targeted based on their race, ethnicity, religion, gender, or sexual orientation, it creates a sense of fear and insecurity among the affected communities. This fear and insecurity can lead to a breakdown of trust between different communities and individuals, as well as a loss of faith in the justice system and government institutions. Additionally, hate crimes can create divisions between different communities, leading to a fragmented society with decreased social cohesion.

Hate crimes have profound consequences for both individual and community wellbeing. Those directly victimized are particularly vulnerable to psychological, behavioral, financial, and physical harm (Walters, 2014). Hate crimes also communicate to entire groups of people that they are unwanted and undeserving of social respect. The negative effects of such incidents quickly ripple out, creating vast fear and distrust between identity groups. These impacts ultimately tear at the social fabric of local communities, inevitably damaging the cohesiveness of our society.

Research has shown that victims of hate crime are likely to experience heightened levels of psychological and emotional harm. For example, Paul Iganski found that victims involved in racially motivated incidents had reported higher feelings of shock, fear, depression, anxiety, panic attacks, feelings of loss of confidence, feeling vulnerable, difficulty sleeping, and crying (Iganski, 2008). Research has also shown that hate-motivated physical attacks are often more brutal when compared to other non-hate-motivated assaults, leading to higher rates of hospitalization. Using data from the National Incident Based Reporting System (NIBRS), Steven Messner and his colleagues found that hate crime victims are almost three times more likely to be seriously injured compared with assaults where no bias is present (Messner et al., 2004). Several studies have shown that a higher percentage of hate victims have reported that they lost their jobs, while some have reported experiencing disruptions to their daily routines and breakdowns in relationships with spouses and friends.

Hate crimes and incidents are symbolic messages to society about the worthiness of certain groups of people. As a result, hate crimes have a damaging effect, not just on individual victims, but on other members of an identity group. The reporting of hate violence by local and national media helps to promote a message of danger, which in turn creates a climate of fear among minority communities. This means that a single act of targeted violence can result in an entire community experiencing a heightened sense of vulnerability. A major concern that arises from the symbolic nature of hate crimes is that they give rise to the potential for minority groups to "fight back." Many researchers note that hate crimes can pose a potential risk to social order as identity groups seek to establish justice. Isolated incidents spark angry responses from members of the targeted group who seek to defend their "in-group."

Figure 7: Hate Crimes Against Black, Asian, and LGBTQ+ People Hit Record Highs in 2020 (Getty Images, 2021).

ECONOMIC COST OF IGNORING HATE CRIMES

A recent report by the Bard Center for the Study of Hate identifies a methodology and takes a first step toward documenting the cost of hate crimes (Martell, 2023).

BASELINE ESTIMATE

In 2019, there were 236,163 nonfatal hate crimes. The total cost of nonfatal hate crimes is $2,878,194,288. In 2019, there were 51 fatal hate-crime victims. The cost of fatal hate crimes is therefore $510,000,000. Together, the annual cost of hate crimes against persons is **$3,388,194,288**. The researchers also found that the total cost of hate crimes against property is **$7,698,783.**

> A baseline estimate of the total cost of hate crimes is **$3,395,893,071.**

The actual costs of hate crimes are likely higher due to limitations of the underlying data. The National Crime Victimization Survey (NCVS) and NIBRS both fail to capture the prevalence of hate crimes in the United States. This is due to the construction of the sample in the NCVS. For example, it excludes many migrants, the young, and the elderly. Additionally, they only classified crimes as hate crimes if the victim verified their claim with evidence. If they counted all crimes that victims believed were hate crimes, the cost of nonfatal hate crimes would likely double. Additionally, in the NIBRS, not all individuals report hate crimes to the police. It is therefore likely that hate crimes are sixty percent higher than the numbers presented.

When they adjusted their costs for this underestimate, it increased the cost of fatal hate crimes and hate crimes against property to $828,318,062, leading to an estimated total cost of hate crimes of **$3,714,211,133.**

HATE CRIME DATA ANALYSIS

The Conflict Early Warning Analytics Program (CEWAP) has been analyzing hate crimes and hate incident data using publicly available information and daily media monitoring including social media monitoring and digital trace data analysis. For mapping hate, CEWAP uses ADL, Southern Poverty Law Center (SPLC), FBI Hate Crime data and other data (spatial data, U.S. Census Bureau etc.) to triangulate hate.

HATE CRIME HOT SPOTS

In May 2022, the CEWAP team triangulated different datasets to discover a list of cities where hate crimes were more prevalent. The list of cities varied according to the dataset, but CEWAP was able to create a master list of 26 hot spot cities which have since then experienced repeated hate crimes and/or hate group activities. The top cities for hate in 2022 organized in alphabetical order were:

Atlanta	Knoxville
Austin	Los Angeles
Baltimore	Las Vegas
Boston	Minneapolis
Charlotte	New York City
Chicago	Philadelphia
Cleveland	Pheonix
Columbus	Pittsburgh
Dallas	Portland
Denver	San Jose
Detroit	Seattle
Houston	Tampa

In addition, the team has identified several corridors spanning through Minneapolis, Chicago, Detroit/Cleveland, Buffalo, and Montpellier VT, and extending to Atlanta through Charlotte, Washington D.C., New York, and Boston as a "Corridor of Violent Hate" (TRUST Network, n.d.).

MAPPING HATE CRIMES – SPATIAL ANALYSIS

Using Esri ArcGIS Online, CEWAP conducted a series of analyses, including cluster analyses. Both sets of analyses use data from the U.S. Census Bureau USA population density dataset and SPLC's hate group dataset (SPLC, 2022a).

While mapping hate crimes and hate group data, CEWAP identified a "Corridor of Violent Hate" that spans from Minneapolis, Chicago, Detroit/Cleveland, and Buffalo through Montpellier, VT along the northern edge, and along the southern edge, from Raleigh (sometimes extending to Atlanta through Charlotte), Washington D.C., New York, NY through Boston, MA. The term "Corridor of Violent Hate" was coined given the appearance of the hate clusters in the corridor along the northern and southern boundaries of the U.S. and because of the types of hate crimes reported, which were largely violent.

Figure 8 shows a cluster analysis that was developed using 2022 data from the SPLC regarding hate groups in the U.S. (SPLC, 2022a). The cluster analysis focuses on the northeastern corridor. These clusters are in orange and overlayed in Esri's 2022 USA Diversity Index (Esri, 2022). Notably, the clusters represent at least two hate groups within the same 25-mile range.

According to CEWAP's analysis, there are several other clusters of hate surrounding key cities including California, Oregon, and Washington as well as Texas (UMass Boston, 2022b). In addition, there are considerable other clusters of hate crimes across the country (one from Milwaukee and Chicago to Pittsburgh and Philadelphia via Cleveland). A heavier clustering of hate groups can also be observed from Chicago through St. Louis and spreading into Atlanta and Orlando.
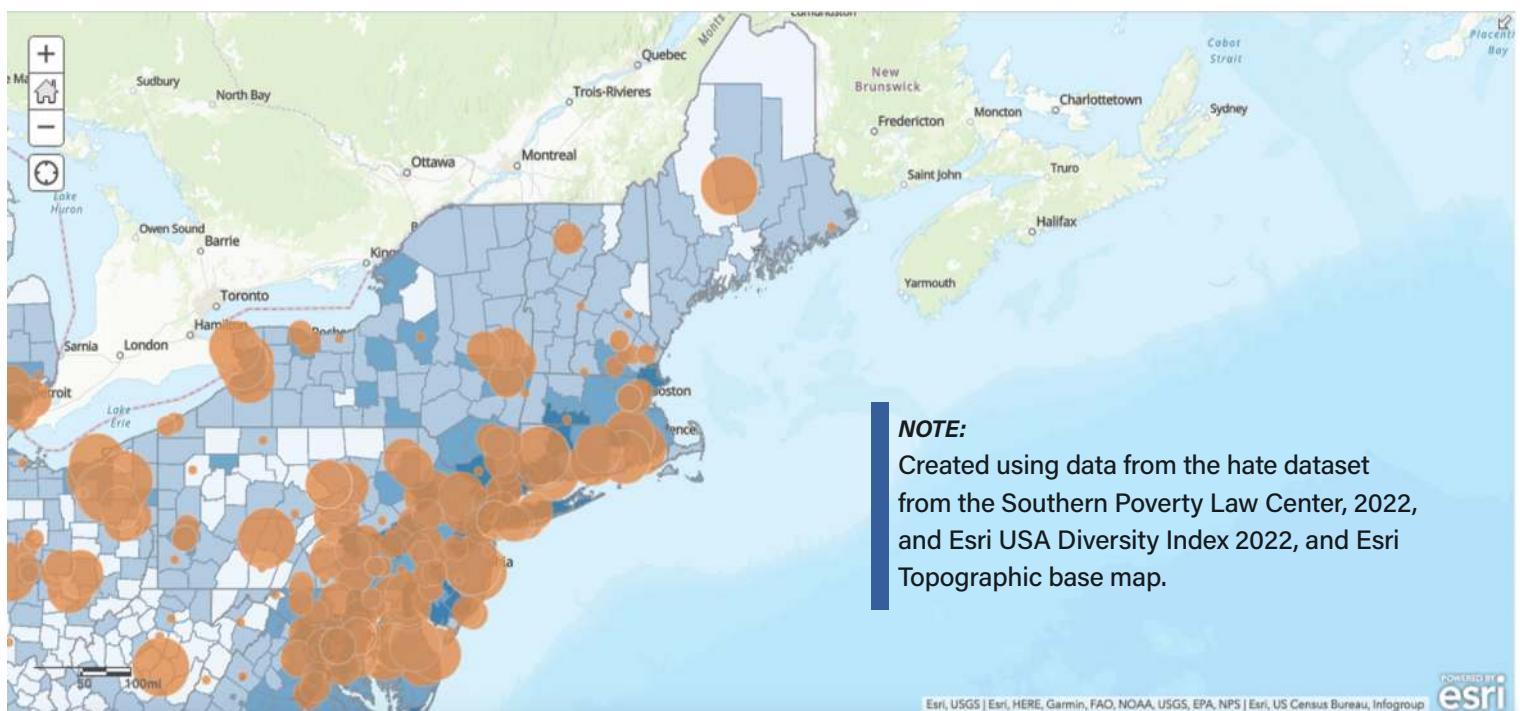

NOTE:
Created using data from the hate dataset from the Southern Poverty Law Center, 2022, and Esri USA Diversity Index 2022, and Esri Topographic base map.

Figure 8: 2022 Population Heterogeneity and Hate Group Cluster Analysis

A cluster analysis showing hate group locations in relation to the percentage of population heterogeneity, reveals that these axes and surrounding areas as significant areas of concern for the proliferation of hate groups,crimes, and killings. Notably, between 2020 and 2021, hate groups in the United States more than doubled.

RESPONDING TO HATE

A MASSIVELY PARALLEL PEACEBUILDING NETWORK

The TRUST Network (TN) is a national trans partisan civic architecture and infrastructure that braids social justice, democracy, legal and peacebuilding communities to build cohesion and security with a renewed focus on monitoring hate. The TN works in 31 communities representing the geographic and political diversity of the U.S. It has a reporting and analysis platform that monitors social media as well as reports from communities on incidents that are hate and/or hate group related.

TN catalyzes the resilience of communities by building social cohesion and security locally, providing needed support and resources for local TN leaders in identified states at risk for hate crimes, monitoring hate group activities and violent domestic extremism, and enhancing the Early Warning Early Response (EWER) capacity of local mechanisms through training and early warning expertise at UMass Boston.

A key ally in early detection and preventative action has been the TN's local EWER mechanisms in the form of community mediation and restorative justice Centers. This was further established through qualitative interviews conducted after the 2020 Presidential Election. Several characteristics of the local-to-national early warning system are evidenced here.

The first is that the community-based monitoring mechanism was alert, engaged, at the location and continued to monitor and update their network, and, by combining the TN training and national-level monitoring, elevated their local monitoring to the national-level. Some of these mechanisms are preexisting grassroots mechanisms. The second key characteristic is their ability to verify local incidents and to assess threat levels. Connected therein is the ability of grassroots mechanisms to deescalate situations. The third important characteristic is the trust that a local early warning network can develop with both community-based groups and law enforcement agencies. To this end, the TN prepared community-based mechanisms to better coordinate monitoring and violence interruption efforts with local law enforcement. TN training on policing and safety helped TN convening centers network with local law enforcement officers more effectively. The fourth notable characteristic is the capacity to intervene, by utilizing a trusted critical mass of local stakeholders that includes community-based groups, law enforcement and even religious groups. In some cases, TN convening centers were the connecting tissue between community-based monitors and city/county law enforcement. The fifth notable characteristic is the community discovering their potential for EWER which, as one interviewee framed, is "knowing that we could be proactive in the situation."

Another key finding from the interviews is the organic capacity of communities to resist violence. Communities rejecting violence and refusing to agitate and be intimidated is another key response to deescalate tensions. This often comes down to collective actions by community members protecting their own city or community from violence.

TN convening centers have since pivoted to the role of monitoring hate crimes and hate groups. This is in keeping with the demands and threat assessments in each community. Given this alarming trend, many communities are seeking ways to address, and ideally prevent hate crimes and incidents, yet they face challenges and gaps in services.

MECHANISMS FOR ADDRESSING HATE CRIMES – BEST PRACTICES

FEDERAL LEGISLATION

Recently, two federal hate crime laws have been passed, the COVID-19 Hate Crimes Act (34 U.S.C. 10101) and The Khalid Jabara and Heather Heyer National Opposition to Hate, Assault, and Threats to Equality Act (34 U.S.C. 30507). The COVID-19 Hate Crimes Act directs the DOJ to speed up the review of hate crimes for bringing charges. It also requires the Department to work on improving the reporting of hate crimes and incidents in light of the rise in anti-Asian hate during the COVID-19 pandemic. Additionally, several hate crimes legislation has been introduced in the 117th Congress. These include the George Floyd Justice in Policing Act of 2021 (H.R. 1280), Stop Hate Crimes Act of 2021 (H.R. 2416), Preventing Antisemitic Hate Crimes Act (S. 1939; H.R. 3515) and Emmett Till and Will Brown Justice for Victims of Lynching Act of 2021 (H.R. 1727).

LAW ENFORCEMENT ACTIVITIES

Law enforcement activities are an effective avenue for addressing hate crimes and incidents for several reasons. For example, arresting perpetrators of hate crimes and domestic extremists acts as a deterrent and communicates to society that these crimes will not be tolerated. Similarly, when equipped with adequate mechanisms to investigate crimes and assess victims' vulnerability, law enforcement officials can uncover perpetrators' motives. Law enforcement officials can also design and carry out hate crime victimization surveys with hate-crime specific questions. Eventually this mechanism will allow law enforcement and policy makers to understand the reporting gap and develop measures to address it.

Figure 9: Battling divid e: Rooting out injustice requires collective will of society, whether it is racial bias in the US or caste and communal considerations in India (The Tribune, n.d.).

PROSECUTION OF HATE CRIMES

Local prosecutors play a crucial role in protecting our communities from hate crimes. Hate-crime charges show the targeted community that their lives and identities matter. As Nadia Aziz, a policy counsel at the Stop Hate Project argues, "It can send a message as a community and as a society that we're not going to stand for this and we're going to do something about it" (Levenson, 2018).

COLLABORATIONS BETWEEN FEDERAL, STATE AND LOCAL AS WELL AS COMMUNITY GROUPS TO MONITOR HATE

The Hate Crimes Forum in Manchester, NH is an initiative intended to bring together local and federal law enforcement, advocacy organizations, and community members to discuss the prevention and response to hate crimes. This forum includes a panel of law enforcement experts discussing hate crime laws, a panel of community leaders talking about the the challenges they face, and a sesion for community members to ask questions and share resources (New Hampshire Union Leader, 2023).

In addition to law enforcement agencies, presenters include the New Hampshire Human Rights Commission, the Jewish Federation of New Hampshire, the Manchester branch of the NAACP, the New Hampshire Council of Churches and IQRA Islamic Society of Greater Concord.

Likewise, the NYC Office for Prevention of Hate Crimes (OPHC), takes a holistic approach to prevent and respond to hate crimes; develop and coordinate community-driven prevention strategies to address biases fueling such crimes; and foster healing for victims and their communities. OPHC partners with community-based organizations to elevate their important grassroots work through the Community Advisory and Services Team (CAST) and Partners Against the Hate (PATH Forward) initiatives, which convene more than 80 community-based organizations that serve communities most vulnerable to bias-motivated incidents and hate crimes (Mayor's Office of Criminal Justice, n.d.).

RECOMMENDATIONS

The issue of social cohesion falls on the Executive, Legislative, and Judicial branches of government (Capshaw, 2005). It also falls on educational, social, religious and business communities as well (Capshaw, 2005). The below recommendations are intended for Federal, State and City policymakers, particularly elected officials like Governors, Mayors, Senators and House of Representatives in the U.S.

ADOPT COLLABORATIONS TO PREVENT & RECOVER FROM HATE

The current national patchwork of hate crime response systems are in desperate need of replacement with a well-coordinated multi-tiered approach. CEWAP recommends a more holistic approach to hate crime prevention and recovery that is focused on exposing hate, healing, recovery and building social cohesion. To this end, CEWAP proposes that city, State and/or Federal elected leaders/policymakers establish mechanisms including task force-like convening mechanism(s) capable of:

(1) DEVELOPING COLLABORATIVE PARTNERSHIPS

Elected and appointed officials urgently need to coordinate across city, State and Federal institutional barriers, share resources, and guide the implementation of laws, regulations and public programs to address hate.

(2) HELPING TO RECOVER FROM HATE

Federal, State and City leaders and their agencies like the DHS, State Offices in Federal agencies like the Department of Homeland Security (DHS), state and city public safety offices, and religious congregations and other civic groups should redouble their efforts to help individuals and communities recover from hate crimes and hate group activities through funding for healing programs, increased community policing, restorative approaches, community dialogue, interfaith campaigns, human rights campaigns, legislative actions, community listening sessions, regulations limiting hate, and other means.

(3) FOCUSING ON SOCIAL COHESION

Educational, social, religious and business communities must also support local government institutions to strengthen social cohesion. Rotary Clubs, Chambers of Commerce, private foundations and educational institutions can fund, host and/or facilitate dialogue processes in hotspot cities. Educational, social, religious and business communities can convene periodically all relevant stakeholders at the city/state level

to discuss ways to respond to hate crimes and also host outreach events that provide a platform for community members to ask questions or address concerns from elected and appointed officials, law enforcement and state and federal actors, for example. They can also engage youth to drive change and community understanding around hate.

UPSTREAM PREVENTION AND PREEMPTION

Communities should prepare for hate as early as possible, even before the onset of hate, if feasible. Preemption is possible through community-based engagement such as community organizing, formation of intergroup and interfaith associations, community dialogue processes and listening sessions and various other ways of developing social cohesion.

For upstream warning and prevention, communities should prioritize identifying hate incidents or early indicators of hate group activities like the distribution of fliers before hate crimes or hate group activities impact their community. This can be done through the involvement of religious congregations, youth programs, community mediation centers, and other trusted local groups.

These systems should include organizations capable of data collection and analysis like public universities and other organizations who can promote broader community participation in data collection like religious congregations. In addition to existing law enforcement-based hate monitoring systems, religious communities, academic communities, human rights committees, hate crimes task forces and others should consider developing hate crime data collection systems.
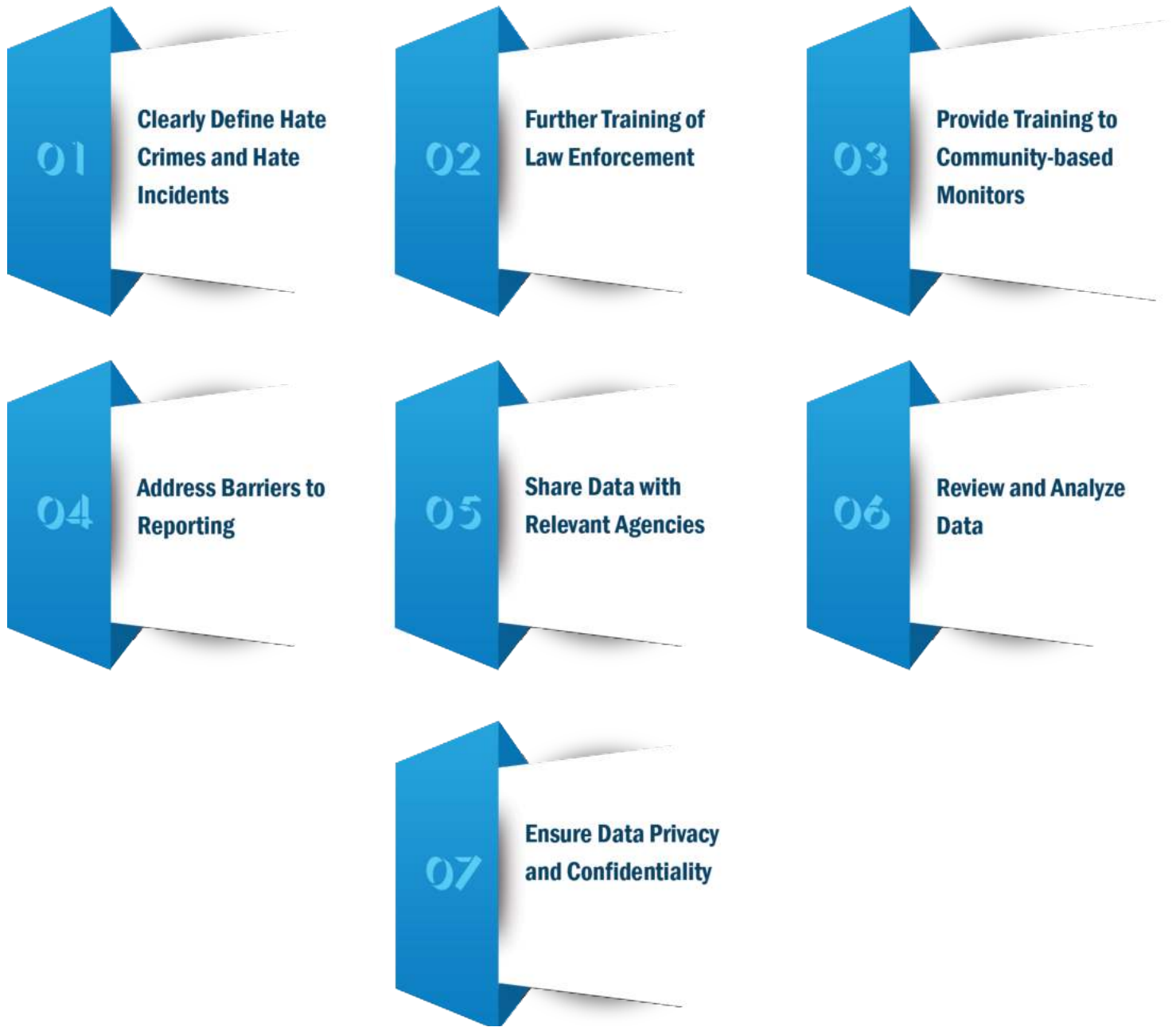
INCREASE HATE CRIME DATA COLLECTION AND TRAINING OPPORTUNITIES

City and/or State actors establish hate crimes data collection process at the community level and an early warning and early response (EWER) system to identify early warning signs and to act as a central nervous system to direct preventive actions. This includes greater community participation through monitoring and community-based prevention as an operational early warning system. This can be achieved through the TRUST Network, which is the first early warning system for political and targeted violence in the U.S.

It is strongly recommended to offer training and capacity-building initiatives for both community-based and law enforcement groups (interfaith, intrafaith, and specific training on how to detect hate incidents and crimes early and how to report and act on hate incidents and hate crimes. To this end, CEWAP encourages cities and States and/or the Federal Government to embark on the following activities:

Figure 10: People protest against a recent uptick in hate crimes targeting Asian Americans in New York's Manhattan on Feb. 27, 2021 AP photo by (Kyodo, 2021).

01	**Clearly Define Hate Crimes and Hate Incidents**

02	**Further Training of Law Enforcement**

03	**Provide Training to Community-based Monitors**

04	**Address Barriers to Reporting**

05	**Share Data with Relevant Agencies**

06	**Review and Analyze Data**

07	**Ensure Data Privacy and Confidentiality**

ESTABLISH COMMUNITY-LAW ENFORCEMENT RELATIONS

Cities and towns and their law enforcement agencies must invest in existing and new efforts to build trust between at-risk individuals/groups/communities and law enforcement communities to ensure that hate crimes are reported and addressed timely.

CONCLUSION

The importance of addressing hate cannot be overstressed. While not all hate is connected to extremism or terrorism, a growing number of cases point to a close link between hate groups and domestic terrorists/extremists.

It is also important to recognize that hate is not an isolated phenomenon, but rather a manifestation of broader systemic

issues that require systemic solutions. One thing that is clear, however, is that hate costs taxpayers dearly. The total cost of hate crimes is in the billions. Therefore, paying attention to hate crimes and hate groups is vital for community safety and national security.

Moreover, regular monitoring, early detection and the systematic collection and analysis of hate crimes data is of vital importance. Several datasets are useful in this regard. These include the Uniform Crime Reporting Program of the FBI, the Southern Poverty Law Center, Anti-Defamation League and the Armed Conflict Location and Events Database. Over time, many civil society actors and researchers have ventured into the analysis and prevention of hate crimes through community-based approaches. They use data science and community-based mechanisms to predict and prevent hate crimes and targeted violence. This is a promising sign.

> **The solution to hate crimes may be found in greater community participation in both hate crime data collection and intervention.**

Through operational early warning systems, federal, state, and city as well as community actors can respond to hate crimes at different stages. For upstream warning and prevention, communities can identify hate incidents through the involvement of religious congregations, youth programs, community mediation centers, and other trusted local groups. In most cases, religious congregations and other community-based groups are best poised to detect early signs of hate and radicalization and are therefore the frontline for early warning. Their engagement in such efforts can help increase the monitoring and reporting of hate crimes as well. Further, city and state agencies and local communities can engage in midstream and downstream prevention efforts to interrupt hate crimes as well as to help individuals and communities

recover from them. Moreover, through community-based engagement such as dialogue and restorative practices, social cohesion can be increased before the onset of hate crimes, thus preventing hate groups from taking root in a community.

The need for a comprehensive hate crime monitoring and prevention system in our cities should ideally consist of multiple elements: First, it should include a task force-like community convening mechanism capable of calling attention to the issue, coordinating across institutional barriers, resource-sharing, and making and/or implementing laws, regulations and public programs, to name a few outcomes, which should be led by key elected and appointed officials, such as mayors, human rights commissions, and state and U.S. attorneys. Further, the network should incorporate a mechanism for hate crimes data collection and an early warning and early response system to identify warning signs and to direct the task force on what actions to take, when where and how. It should also include training and capacity-building initiatives for community-based and law enforcement groups (inter-faith, infra-faith, youth groups, and law enforcement, to name a few). Additionally, training should increase the capacity for convening dialogue processes to increase social cohesion to inoculate communities against such hate. In short, society today requires a more holistic approach to hate crime monitoring and prevention, a task we cannot afford to fail at as the United States, Europe, Asia and the Middle Eavst is gripped in a new wave of hate, not unlike the pre-World War years. Taking action to prevent hate at various levels of society should be in the interest of all who value social cohesion, democracy, and economic prosperity.

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