Raising Awareness

of Hate Crimes and Hate Incidents During the COVID-19 Pandemic



U.S. Department of Justice



U.S. Department of Health and Human Services

Introduction

The tragic toll of the COVID-19 pandemic has been compounded by a surge in violence against communities of color, including Asian American and Black communities in the United States.

Hate crimes in the United States rose in 2020 to the highest level in 12 years, with a significant increase in numbers of anti-Asian and anti-Black hate crimes.

Hate crimes and incidents instill fear across entire communities and undermine the principles upon which our democracy stands. All people in this country should be able to live without fear of being attacked or harassed because of what they look like or where they are from – whether actual or perceived.

On May 20, 2021, President Joe Biden signed into law the COVID-19 Hate Crimes Act, which incorporated the Khalid Jabara and Heather Heyer National Opposition to Hate, Assault, and Threats to Equality Act of 2021 (Jabara-Heyer NO HATE Act). Congress enacted this legislation in response to the dramatic increase in hate crimes and hate incidents against Asian American and Pacific Islander (AAPI) communities, during the COVID-19 pandemic.

Among other things, the Act required the Department of Justice (DOJ) and the Department of Health and Human Services (HHS), "in coordination with the COVID-19 Health Equity Task Force and community-based organizations," to issue guidance "aimed at raising awareness of hate crimes during the COVID-19 pandemic."

This guidance incorporates feedback and perspectives from the COVID-19 Health Equity Task Force, established by Executive Order 13995, Ensuring an Equitable Pandemic Response and Recovery, issued on January 21, 2021. DOJ and HHS offices held meetings with the Task Force and reviewed and incorporated relevant components of the Task Force's Recommendations and implementation plan.

Importantly, as required by the Act, this guidance was also informed by and created in "coordination with community-based organizations." On October 5, 2021, Attorney General Merrick B. Garland and Health and Human Services Secretary Xavier Becerra hosted a listening session, moderated by Associate Attorney General Vanita Gupta, and heard from community-based organizations on their observations about the increase in hate



crimes and incidents during the pandemic, the types of guidance that would be useful, and the impact of hate crimes and hate incidents on communities. DOJ and HHS continued engagement with stakeholders through meetings and listening sessions and by obtaining feedback and written submissions.

Community-based organizations consistently stated that guidance on raising awareness of hate crimes during the pandemic should incorporate an understanding of the impact of hate incidents as well. The trauma endured by communities targeted by hate crimes is compounded by the fear and instability caused by hate incidents that may not meet the statutory definition of a hate crime. Hate incidents require a different response than hate crimes, but understanding and addressing these acts is critical, and can help prevent criminal activity. Based on this feedback, DOJ and HHS have crafted this guidance to address both hate crimes and hate incidents. In doing so, this guidance aims to increase awareness of the full impact of hate crimes on communities' health and wellbeing, deter hate crimes, support those impacted by them, and promote dedicated resources to reduce the pernicious effects of hate crimes and incidents on communities across our country.

Through this guidance, DOJ and HHS aim to raise awareness about the scourge of hate crimes and hate incidents, and to propel the use of awareness as a tool for action, response, and prevention. Through awareness of the problem, efforts can be made to mitigate against similar responses to public crisis events in the future and to empower law enforcement, government officials, public health systems, and community-based organizations to protect and support communities most frequently impacted by unlawful acts of hate.

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Defining Hate Crimes and Hate Incidents

Below are definitions, for purposes of this guidance, to describe hate crimes and hate incidents.

Hate Crimes

For purposes of this Guidance, "hate crime" refers to acts of hate that meet the statutory definition of a federal or state hate crime statute.

Federal Hate Crime Laws

The Department of Justice enforces federal hate crime laws that prohibit certain acts motivated by protected characteristics identified in each statute. These federal hate crime statutes cover a wide array of hate crimes, including acts of physical violence and criminal threats motivated by bias based on race, color, national origin, religion, gender, sexual orientation, gender identity, familial status, or disability. These laws include:

- The Matthew Shepard and James Byrd, Jr. Act, 18 U.S.C § 249, as amended by the Emmett Till Antilynching Act
- Criminal Interference with Right to Fair Housing, 42 U.S.C. § 3631
- The Church Arson Prevention Act, 18 U.S.C. § 247
- Violent Interference with Federally Protected Rights, 18 U.S.C. §245
- Conspiracy Against Rights, 18 U.S.C. 241

State Hate Crime Laws

Hate crime laws in states and territories vary widely. At least 48 states, U.S. territories, and the District of Columbia have hate crime statutes that are enforced by state and local law enforcement in state and local courts.¹ Different jurisdictions define hate crimes to include different bias motivations and provide different penalties or enhancements for such crimes.

FBI Hate Crime Statistics

For the purposes of tracking hate crime data, the FBI defines a "hate crime" as a "committed criminal offense that is motivated, in whole or in part, by the offender's bias(es) against a race, religion, disability, sexual orientation, ethnicity, gender, or gender identity."² The FBI's hate crime statistics includes data provided by federal, state, local, Tribal and territorial law enforcement agencies. This includes all federal and state hate crime offenses that meet this federal definition.

Hate Incidents

For purposes of this Guidance, "hate incidents" include acts of hate that do not meet the statutory definition of a "hate crime" under a federal or state hate crime statute.

Federal and State Civil Rights Laws

Some incidents motivated by bias are not hate crimes under federal or state law, but may still be unlawful under civil anti-discrimination laws. Federal civil rights laws provide protections against certain non-criminal acts of discrimination on the basis of race, color, sex (including pregnancy, sexual orientation, and gender identity), disability, religion, familial status, age, genetic information, national origin, or citizenship status. These civil rights laws make unlawful certain discriminatory conduct in a variety of contexts, including education, employment, health care, human and social services, public accommodations, housing, and programs, activities, and services provided or made available by state and local governments. These laws include:

- The Civil Rights Act of 1964, Titles II (public accommodations) (42 U.S.C. § 2000a et seq.), Title IV (education) (42 U.S.C. § 2000c et seq.), Title VI (programs or activities that receive federal funds or federal financial assistance) (42 U.S.C. § 2000d et seq.), and Title VII (employment) (42 U.S.C. § 2000e et seq.)
- Title IX of the Education Amendments of 1972, 20 U.S.C. § 1681 et seq.
- The Fair Housing Act, 42 U.S.C. § 3601 et seq.
- Anti-discrimination provision of the Immigration and Nationality Act, 8 U.S.C. § 1324B
- The Age Discrimination Act of 1975, 42 U.S.C. § 6101 et seq.
- The Americans with Disabilities Act of 1990, 42 USC § 12101 et seq.
- The Rehabilitation Act of 1973, 29 U.S.C. § 701 et seq.
- The Religious Freedom Restoration Act of 1993, 42 U.S.C § 2000bb
- The Religious Land Use and Institutionalized Persons Act, 42 U.S.C. § 2000cc et seq.
- Section 1557 of the Patient Protection and Affordable Care Act, 42 U.S.C. § 18116
- The Genetic Information Nondiscrimination Act of 2008, 42 U.S.C. § 2000ff et seq.

Almost all states also have civil anti-discrimination laws, and they differ in the groups who are protected under the laws and the kinds of conduct that are prohibited.

Other Acts of Hate

Finally, some acts motivated by hate or bias do not meet the legal definitions under either criminal or civil statutes. For example, the First Amendment protects peacefully expressing a view or ideology — no matter how extreme or hateful. Hate incidents that are not unlawful under criminal or civil statutes require different responses, such as facilitation, mediation, outreach, and training, and they are important to identify and address so that government agencies, health and human service professionals, and community groups can provide resources to address harmful impacts on communities and to ensure such conduct does not escalate into violent or unlawful conduct.

Why Public Awareness of Hate Crimes and Hate Incidents Matters

Congress directed the issuance of this guidance with the specific focus and purpose of "raising awareness of hate crimes during the COVID-19 pandemic."³

Awareness of hate crimes and hate incidents is a necessary first step to ensure effective action and responses to them. Having a full understanding of the nature and scope of this problem, its origins, and its impacts on affected communities is necessary for our nation to take steps to address it and mitigate its harmful effects.

Awareness is a necessary predicate for federal, state, local, Tribal, and territorial governments, as well as non-governmental organizations, to analyze the proximate and root causes of hate crimes and to develop effective and strategic solutions to seek unity instead of hate.

Hate crimes and hate incidents pose a unique and distinct harm in our society. Hate crimes have "a broader effect than most other kinds of crimes because the victims are not only the crime's immediate target but also others like them."4 Failing to acknowledge the existence of hate crimes and hate incidents can exacerbate the isolation and danger communities feel; can make victims and communities feel devalued by and disconnected from government officials, law enforcement, and the community at large; can discourage victims from reporting hate crimes; and thus can deprive victims and communities of the resources and treatment they may need to address the individual and collective trauma and negative health impacts such incidents cause.5

The Benefits of Public Awareness of Hate Crimes and Hate Incidents

Awareness of hate crimes and hate incidents is critical for several reasons, including that it:

- Ensures that victims and communities know that they are seen and that their collective and individual trauma experiences are recognized.
- Improves victim reporting of hate crimes and hate incidents by reducing the stigma of reporting of such crimes and incidents, increasing public understanding of what a hate crime and hate incident are, enhancing trust with law enforcement, and ensuring communities know how to report hate crimes and hate incidents and where to access resources for responses to acts of hate.
- Improves law enforcement reporting of hate crimes by ensuring understanding of the importance of tracking and labeling hate crimes and reporting them to the FBI Uniform

AAPI AGAINST HATE

Hate crimes have "a broader effect than most other kinds of crimes because the victims are not only the crime's immediate target but also others like them."

Crime Reporting Program, which allows law enforcement and policy makers to devote adequate resources to prevent, respond, and reduce these crimes.

- Enhances culturally and linguistically sensitive and effective responses to hate crimes and incidents, by law enforcement, public officials, community organizations, and other leaders, through an understanding of the scope of the problem, the specific communities impacted, and the types of resources that can best meet the needs of those communities.
- Allows law enforcement and other government officials to prioritize resources and criminal and civil enforcement actions and to conduct culturally and linguistically informed investigations, lawsuits, and prosecutions.
- Deters future hate crimes and hate incidents by publicly naming these crimes and incidents as bias-motivated and by demonstrating that they will be addressed.

- Facilitates the deployment of effective and targeted public health resources and social services, including treatment and care for victims of hate crimes and hate incidents, mental health resources, community supports, and other resource needs.⁶
- Identifies biases, stereotypes, or misconceptions that may escalate into hate crimes and hate incidents in order to develop approaches to deter such escalation.
- Informs the appropriate use of terminology to prevent stigmatization and the escalation of hate.
- Educates about historical examples of bias, discrimination, and hate crimes and hate incidents, and their continuing impact on individuals and communities, in order to prevent similar incidents in the future.
- Promotes research, study, and sociological perspectives on the causes and trends of hate acts, which inform the creation of effective prevention and response strategies.

Increase in Hate Crimes and Hate Incidents during the COVID-19 Pandemic

Hate Crimes and Hate Incidents Increased during the COVID-19 Pandemic

National data has confirmed that hate crimes and hate incidents are on the rise—and began to increase exponentially against certain groups after the start of the COVID-19 pandemic.

The Federal Bureau of Investigation's 2020 FBI Hate Crime Statistics revealed that the number of reported hate crimes in the United States rose in 2020 to the highest level in 12 years.⁷ The 2020 FBI hate crimes data, which is based on reports from 15,138 law enforcement agencies, recorded 8,263 hate crimes involving 11,129 offenses.⁸

The FBI data revealed that in 2020, the vast majority of hate crimes – over 60% of all reported hate crimes – targeted people because of their race, ethnicity, or ancestry. In 2020, the number of such race-based hate crimes increased by over 30%. Bias against Black individuals overwhelmingly comprised the largest category of race-based hate crimes, with a total of 55% of race-based hate crimes being motivated by anti-Black bias. Hate crimes targeting Black people rose by almost 49% in 2020.

Another disturbing trend during the COVID-19 pandemic was the significant surge in reported



anti-Asian hate crimes. The FBI hate crime statistics documented that reports of anti-Asian hate crimes sharply increased by over 70%.

Hate crimes committed because of a victim's religion made up the second highest category of hate crimes, at about 15%, followed by hate crimes committed because of sexual orientation bias, at about 13%.



Another disturbing trend during the COVID-19 pandemic was the significant surge in reported anti-Asian hate crimes. The FBI hate crime statistics documented that reports of anti-Asian hate crimes sharply increased by over 70%.

The Biden Administration's COVID-19 Health Equity Task Force (HETF) also took note of this increase, forming a subcommittee dedicated specifically to addressing xenophobia connected to the pandemic.⁹ The HETF stated that "throughout the past year, we have collectively experienced heartbreak and outrage at the increase in hate crimes witnessed in our communities."¹⁰ The HETF described increased targeting of Asians/Asian Americans, Native Hawaiians, Pacific Islanders, and Black communities, noting that "COVID-19 added to the significant burdens already faced by communities at high risk."¹¹

Non-governmental partners have also documented trends both of increased hate crimes and hate incidents during the pandemic. Communitybased groups have long collected reports of hate crimes and hate incidents, and several groups documented increases in both hate crimes and hate incidents during the COVID-19 pandemic. As an example, the AAPI Equity Alliance, Chinese for Affirmative Action, and the Asian American Studies Department of San Francisco State University launched the Stop AAPI Hate coalition in March 2020 to track and respond to such hate crimes and incidents, documenting a total of 10,905 hate crimes and incidents from March 19, 2020 to December 31, 2021 against Asian American and Pacific Islander (AAPI) persons. This specifically included reports of hate incidents that include shunning or avoidance.¹² As another example, community groups reported the use of antisemitic rhetoric against Jewish communities related to the COVID-19 pandemic, including reports of conspiracy theories suggesting that Jews or the government of Israel spread the coronavirus to advance global influence and of comparisons between the Holocaust and certain policies and practices put into place as public health measures during the pandemic.

What We Don't Know

Gaps in Public Awareness

While available data clearly demonstrates an increase in hate crimes and hate incidents during the COVID-19 pandemic, there are gaps in data that limit understanding of the full scope and impact of hate crimes and hate incidents. These gaps hinder the ability of government actors and communities to respond appropriately. They also hinder the ability of public health officials and healthcare providers to address the impact that hate crimes and hate incidents have on both physical and mental health.

The National Violent Death Reporting System (NVDRS) tracks whether homicides are associated with a hate crime. The NVDRS data for incidents that occurred during the COVID-19 pandemic is forthcoming. The NVDRS data from 2020 will be available and ready for analysis later in 2022, and it will be a priority to look at fatal hate-motivated violent incidents against Asian American, Native Hawaiian, and Pacific Islander (AA and NHPI) communities.

Lack of Data and Underreporting of Hate Crimes by Law Enforcement Agencies

Non-reporting and underreporting of hate crimes by law enforcement to the FBI's Uniform Crime Reporting (UCR) Program have been longstanding issues. For the third year in a row, the number of police agencies participating in the FBI's annual hate crimes report declined, with thousands of departments either not reporting any data or reporting zero hate crimes to the FBI. Over 12,000 law enforcement agencies reported zero hate crimes for 2020 — including over forty agencies in cities with populations over 100,000 people. This lack of accurate hate crimes data not only makes it harder for law enforcement to address and prevent hate crimes, but also can cause individuals and communities victimized by unlawful acts of hate to believe that law enforcement agencies are not ready, able, or willing to respond to these crimes. This, in turn, diminishes trust between communities and law enforcement, discourages reporting by victims, and reduces public safety.

Lack of Data and Underreporting by Victims and Witnesses of Hate Crimes and Hate Incidents

There are many reasons that victims and witnesses may underreport hate crimes and hate incidents. According to a National Crime Victim Survey documenting victim responses about hate crimes between 2015 and 2019, before the pandemic, approximately 42% of violent hate

I STAND WITH MY JEWISH NEIGHBORS

crimes were not reported to police.¹³ The most common (about 38%) reason that victims gave for not reporting to police was that the incident was handled another way, such as privately or through a non-law enforcement official. About one-quarter (23%) of violent hate crimes not reported to police involved victims who believed that police could not or would not do anything to help. In about 16% of violent hate crimes not reported to police, the victim believed that the crime was not important enough to report. About 5% were not reported to police because the victim feared reprisal.

Stakeholders and law enforcement partners have also reported that victims and other members of targeted communities may not report crimes because of a mistrust of law enforcement. Stakeholders also reported that the lack of hate crime reporting or lack of response by law enforcement can leave community members feeling that their trauma and experiences with hate crimes and hate incidents are either unseen or unacknowledged by law enforcement. This also makes victims and witnesses more reluctant to report in the future.

This mistrust can be compounded by the lack of effective communication or existing relationships and collaboration with communities most targeted and impacted by hate. Some barriers to effective communication with these communities may include lack of cultural understanding and accessibility, language barriers, failure to use trusted messengers to facilitate dialogue, and the failure to understand the types or forms of resources that may be most needed by the affected communities. Further, when law enforcement and other officials seek to engage with community members, there may not be a full understanding of which groups and individuals should be included in their outreach, which can result in the loss of critical perspectives.

Stakeholders have reported that immigrant communities may be fearful of reporting victimization to the police out of concern about their immigration status. More broadly, communities with a history of negative experiences with law enforcement may lack confidence that law enforcement will take their reports of a hate crime or hate incident seriously.

Other barriers to victim reporting include a lack of understanding of what constitutes a hate crime, or the lack of awareness of how to report, or an inability to report, hate incidents that do not satisfy the elements of a crime. Victims also may not be informed of the full range of resources that may be available to address the different forms of hate crimes and hate incidents, including access to healthcare and mental health treatment, victim compensation in some cases, civil enforcement, or other resources.

Cultural hurdles, such as feelings of shame, cultural norms that may not promote reporting, or a misplaced belief that incidents that do not involve physical violence need not be reported, also present challenges. For example, while bullying, if reported, may be addressed through bullying prevention initiatives, affected communities may not realize that bullying includes not only physical aggression, but also verbal harassment, spreading rumors, or social rejection and isolation.¹⁴

Another cultural hurdle for many victims of hate crimes and hate incidents involves the lack of language translation and interpretation services, which can create significant barriers to reporting or accessing available supportive resources.

Confusion in Defining "Hate Crimes" and "Hate Incidents"

As discussed above, another hurdle to awareness of the increase in hate crimes and hate incidents is the lack of clarity and a universal definition of what a hate crime or hate incident is, especially among different local and state jurisdictions. Lack of clarity in defining hate crimes and hate incidents creates confusion, hinders reporting, and complicates responses.

Although some hate incidents may not be prosecutable as crimes or enforceable under civil anti-discrimination statutes, some jurisdictions are moving toward tracking them.¹⁵ Identifying and understanding such hate incidents can be a useful tool for identifying non-enforcement responses by federal, state, local, Tribal, and territorial actors, and can work to prevent hate crimes from occurring. These responses may include engaging in public education campaigns, deploying mental health professionals and mediators, and providing other resources that may assist communities to deescalate tensions and address the harms hate incidents cause.

Tracking hate incidents also allows nongovernmental organizations, particularly those with strong ties to the affected communities, to begin their own outreach and to offer services that can help address hate in ways that may be more accessible to community members. For example, such organizations may have deep ties within the communities, and community members may first turn to those organizations for assistance. These organizations may also help provide education, outreach, trainings, and health resources, and inform strategies used by governmental officials, community advocates, public health professionals, mediators, and others to ensure that all people in this country feel safe, and to help deescalate potential tensions that may lead to violence and discrimination. Further, community-based organizations may also assist and encourage reporting to law enforcement when a perceived hate crime does meet the elements of a criminal offense.

Guidance: Increasing Public Awareness to Prevent and Respond to Hate Crimes and Hate Incidents

The Departments of Justice and Health and Human Services provide eleven recommended methods to raise awareness of hate crimes and hate incidents. Such awareness is an important tool to prevent and respond to hate crimes and hate incidents in the future.

This guidance is based on the expertise and experiences of DOJ and HHS, a review of available resources about the rise of hate crimes and hate incidents during the pandemic, and the input by community-based organizations and the COVID-19 Health Equity Task Force.

- In addition, attached to this Guidance are links to DOJ and HHS resources that may be useful in raising awareness of hate crimes and hate incidents and methods of addressing them.
- This Guidance is designed as a tool for communities, leaders, government actors, law enforcement, healthcare professionals, academics, elected officials, and others engaged in efforts to prevent hate crimes and hate incidents and mitigate the harmful effects such acts have on communities across this country.

1. Prioritize Community Outreach

Efforts to address hate crimes and hate incidents should prioritize and direct resources, where possible, toward community engagement. This includes law enforcement, government actors, elected officials, health care providers, communitybased and other non-profit organizations. For example, Attorney General Garland designated a Justice Department-wide Hate Crimes Coordinator to "lead the creation and coordination of the Department's anti-hate crime and incident resources," to "help focus, streamline, and maximize the effectiveness of the Department's relevant resources... and outreach materials," and to "serve as the central hub" for stakeholders interested in accessing relevant Department resources.¹⁶ In addition, the White House Initiative on Asian Americans, Native Hawaiians, and Pacific Islanders (WHIAANHPI) – which is cochaired by HHS Secretary Becerra – held multiple virtual and in-person regional roundtables with stakeholders to share federal resources on mental health and hate crimes. Further, the FBI elevated civil rights crimes, including hate crimes, to its highest-banded national threat priority, to increase resources assigned to the program. The FBI also launched a nationwide public awareness campaign and created a Multi-Cultural Engagement Council to improve cultural competence and sensitivity and to devise solutions to the threats facing historically targeted communities.¹⁷

Community engagement efforts should be specifically directed toward communities experiencing hate crimes and hate incidents. For example, the DOJ Community Relations Service created a toolkit on preventing and responding to bias and hate incidents against AA and NHPI communities in response to the increase in hate crimes and hate incidents reported by these communities.¹⁸ In addition, DOJ's Office of Juvenile Justice and Delinquency Prevention has implemented a comprehensive initiative for the prevention and early intervention of youth hate crimes and identity-based bullying.¹⁹

2. Prioritize Community-Based Responses and Partnerships

Law enforcement and government actors should not only prioritize community engagement, they should also better collaborate, understand, and support community-based efforts to prevent hate crimes and hate incidents, particularly when an incident may not fall within the definition of a hate crime. Support for ongoing work led by local leaders and community-based organizations can serve to return a sense of agency to victims and groups impacted by hate and to allow for responses that are closely tailored to the needs of the impacted community. This approach should include a whole-of-government response with increased coordination and collaboration between law enforcement at all levels, state and local officials, and community members.

Additionally, when law enforcement is investigating a hate crime, partnerships and collaboration with community-based organizations are still important. Efforts to address and prevent hate crimes are often most effective when they incorporate resources and input from local government, law enforcement, governmental agencies including social and health officials, established private civic and business organizations, faith groups, survivors of hate crime, and the communities targeted for hate. Community organizations and stakeholders report that when incidents of hate occur, victims often do not call the police, but may inform their friends, families, and communitybased organizations. Thus, local organizations and communities may be well-suited to assist with the tracking and understanding of trends in hate crimes and hate incidents, to provide useful information in investigations, and to promote victim reporting of hate crimes, which can assist law enforcement, public health, and other types of responses. And community-based responses often can work to ensure resources are provided to address trauma after a hate crime or incident has occurred.

DOJ's Community Relations Service (CRS) is a federal resource that can promote these partnerships. CRS enhances community capacity to independently prevent and resolve community conflict, and to prevent and respond to alleged hate crimes and hate incidents arising from differences of race, color, national origin, gender, gender identity, sexual orientation, religion, or disability.²⁰ CRS is a not an investigatory or prosecutorial agency and works closely with all communities and stakeholders to support non-enforcement responses to hate crimes and incidents by providing facilitated dialogue, mediation, and training, and to enhance community capacity to independently prevent and resolve future conflict.

DOJ's grantmaking programs promote law enforcement and community partnerships. For example, the DOJ Office of Justice Programs (OJP) Bureau of Justice Assistance (BJA) funds a program called Collaborative Approaches toward Preventing and Addressing Hate Crime, Demonstration Projects. This program was created to address precipitous increases in hate crimes in 2021, and BJA encouraged law enforcement agencies to partner with local and state-level nonprofit organizations. Through this award, the City of Los Angeles will be establishing a collaboration between police and community partners, including the Los Angeles City Attorney's Office, the Japanese American Citizens League, the Chinatown Business Improvement District, the Little Tokyo Business Improvement District, the Mid-City West Neighborhood Council, and Research Partner Justice & Security Strategies, Inc.²¹ The goals of this collaboration include improving the collection of anti-Asian hate crime

data, improving training and education of the police, and improving public education and knowledge of anti-Asian hate crime.

3. Engage Healthcare Providers, Clinics, and Health Systems in Efforts to Address Hate Crimes and Hate Incidents

Healthcare providers, clinics, and health systems should also be included in efforts to address hate crimes and hate incidents at both the individual and community levels. Healthcare providers are trusted professionals who routinely screen patients for conditions (e.g., depression, intimate partner violence) that impact their patients' health. Although public health officials and state, local, Tribal, and territorial officials have increasingly focused on hate crimes and hate incidents as a public health issue,²² guestions about hate crimes and hate incidents and their manifestations, including associated health effects, are generally not asked during patient visits. Given the increased focus on the public health impacts of hate crimes and hate incidents, communities should consider ways to engage healthcare providers in this space, encourage them to address



hate crimes and hate incidents as part of routine clinical care, and invite them to partner with law enforcement on developing and implementing novel, multi-sectoral solutions addressing hate crime reporting, response, and prevention. Potential activities include:

- Encourage healthcare facilities to pilot-test during patient visits the use of screening questions and other assessment tools that address acts of hate and identify potential health symptoms associated with hate crimes and hate incidents.²³ Healthcare facilities should consider instituting protocols to connect individuals who acknowledge experiencing hate crimes and hate incidents to appropriate care and resources. The screening questions can also serve as a data source for better understanding and tracking hate crimes and hate incidents at the community level (i.e., de-identified summary data only).
- Explore facilitating patients' ability to report hate crimes from healthcare facilities. Patients who describe incidents meeting the legal definition of a federal or state hate crime may be more likely to report the crime to law enforcement from a healthcare facility that provides language support and technical assistance, rather than reporting from their homes without any such support.
- Develop and convene joint health-justice trainings on hate crime reporting and response, including physicians, other healthcare providers and staff, and local law enforcement personnel.
- Encourage healthcare providers to participate in trainings that enhance their understanding of the types of trauma experienced by victims of hate crimes and hate incidents, and that provide best practices for recognizing the signs of trauma of being victimized by hate crimes or hate incidents.

4. Prioritize Cultural Competence and Language Access

Cultural competence and increased language access improve the government's ability to address unlawful acts of hate as well as xenophobia stemming from public health crises. As recommended by the COVID-19 Health Equity Task Force, it is particularly critical to advance cultural responsiveness and language access for Asian/Asian Americans, Native Hawaiians, Pacific Islanders, and other populations facing discrimination and xenophobia linked to the pandemic by ensuring that Federal agencies make communication transparent and culturally and linguistically inclusive.²⁴ Federal agencies support a number of policies and fund services to address hate crimes and hate incidents and support victimized communities. These efforts will only be successful if they are conducted in a manner that is accessible to, and understandable by, the communities they are intended to reach and serve.

Language accessibility is often critical to reaching affected communities. Language access, at minimum, includes the effective use of translation and interpretation services. In determining which resources to select for translation, and which languages should be selected for translation, it is important to understand the different issues affecting communities and to ensure that resources are tailored to community needs. To be effective, language accessibility often requires more than literal translations and should take into account cultural contexts of specific words and symbols. In addition, translated resources should use language that is accessible to people with different educational backgrounds and different levels of experiences with the legal system.

Cultural competence is also critical.²⁵ This includes deploying the most effective manner

and means of resource delivery for impacted communities. It may also require eliminating technological barriers. For example, stakeholders have noted that communities often do not report incidents of hate because both language and technological barriers make reporting difficult. Methods to enhance accessibility of reporting systems may include having live responders on phones, especially for example, when individuals impacted may lack broadband access; providing language assistance; and ensuring anonymity. Partnerships with community-based organizations can also promote cultural competence and access.

Both language access and culturally competent approaches should include an understanding of the customary time, place, and methods for effective communications with affected communities. This may include meeting locations, or the manner of providing notice of a policy or program, whether it be online, by radio, through a local newspaper, ethnic media, or through direct mailings to individuals. Cultural competence also includes an understanding of the type of messengers the community would trust. For example, the announcement of a new program may be well received by one community if presented by law enforcement, and by another community if presented by a local faith leader.

Finally, cultural competence includes using responsible terminology and avoiding the potential harmful impact of language, even if unintentional, that inappropriate language can cause. Use of such inappropriate language can harm communities and cause increased xenophobic and hateful responses. For example, during the pandemic, COVID-19 was referred to as the "Chinese virus" or similar phrases suggesting that people of Chinese origin were to blame for the pandemic, and perpetrators of hate crimes and hate incidents have used such rhetoric when targeting people of Asian descent.²⁶ Careful attention should be placed on the selection of language, and appropriate language approaches should include the firm condemnation of bias and discriminatory language, including racially-discriminatory language in describing the COVID-19 pandemic and its origins.

The conscientious and informed use of language and cultural awareness not only mitigates against increased bias and hate, but also serves to increase trust by communities and to prioritize community participation in prevention and reporting efforts. This, in turn, serves to improve community partnership in crime prevention strategies and to reduce barriers to reporting of hate crime.

5. Promote Allyship and Understand Intersectional Community Identities

Community leaders, government actors, law enforcement and community-based organizations should learn and promote expanded understanding about how hate crimes and hate incidents impact different communities differently and how they are used to divide communities.

There have, at times, been perceived schisms between communities impacted by hate. As a response to the increased hate during the COVID-19 pandemic, many organizations promoted allyship and proactively stood with groups experiencing increased acts of hate.²⁷ Promoting allyship and ensuring that communities are educated in their collective stand against hate crimes and hate incidents can help to dispel false narratives of division and provide a sense of security and healing to impacted communities. Hate crimes and hate incidents can have different impacts on members of different identity groups based on different histories, cultures, and norms. In addition, individuals may be subjected to hate crimes and hate incidents based on the intersectionality of identities such as race, gender, religion, sexual orientation, and gender identity (including, for example, Jews of Color, Asian American women, Black transgender women, members of predominately Black churches, or those who are biracial). Understanding the different ways hate crimes and hate incidents impact different groups can help agencies and organizations tailor health-based responses and other resources. And understanding perpetrators' motives in targeting these groups can help law enforcement shape effective prevention and response strategies. It also assists prosecutors in building the evidence of bias necessary to charge the perpetrator with a hate crime and to be able to present at trial a complete picture of the reasons the victim was targeted.

Promoting allyship and ensuring that communities are educated in their collective stand against hate crimes and hate incidents can help to dispel false narratives of division and provide a sense of security and healing to impacted communities.

Awareness is also useful if directed toward educating allies on safe actions to take when witnessing an act of hate. Bystander trainings teach witnesses of hate crimes and hate incidents about the importance of reporting and about principles of nonviolence, de-escalation, safe methods to intervene, and best practices in supporting the person being targeted.²⁸



6. Actively Speak Out Against Hate Crimes and Hate Incidents

Leaders and policy makers should actively speak out against hate crimes and hate incidents. It is critical for legislators, government and agency actors, community leaders, law enforcement leaders, public health officials, and health care providers to denounce hate crimes and hate incidents. Promptly speaking out and identifying such acts as bias-motivated increases awareness of the problem. Providing statements in support of victims and affected communities in a clear and timely manner is important to ensure that community members understand that law enforcement and other community leaders take their safety seriously. There may, of course, be situations where a perpetrator's motives are unclear at the outset of an investigation, or where law enforcement is not in a position to speak publicly about the motives of a specific attack. Officials may consider making clear that, while they cannot comment on the motives involved in the particular investigation, they understand the community's concerns and can

assure community members that law enforcement is dedicated to ensuring that the community is not targeted for violence.

7. Create Public Awareness Campaigns

Public awareness campaigns are another effective method to increase awareness about the problem of hate crimes and hate incidents and to ensure communities know about available resources and how to report such acts. Public awareness campaigns may be conducted through messaging, videos, outreach, media, stakeholder meetings, and more. As an example, on June 30, 2021, the FBI launched a nationwide effort to build public awareness of hate crimes and to encourage victims and witnesses to report hate crimes and used a variety of methods to communicate its message, including media engagements, community town halls, videos with community leaders, and the distribution of flyers with information about reporting crimes, translated into over 25 languages.29

When public awareness campaigns are conducted by federal, state, local, Tribal, or territorial governmental entities, they also can communicate a clear message that the needs of the communities are being heard, that it is safe to report crimes to the government, and that the government is prioritizing efforts to address hate crimes and hate incidents. Public awareness campaigns should be conducted through a comprehensive effort and the use of multiple components and strategies, incorporating principles of language access, cultural competence, and community education.

Several stakeholders highlighted that community members may not have a full understanding of what constitutes a hate crime and recommended that public education campaigns should encourage reporting without requiring victims to assess whether the actions fulfill the requirements of a hate crime. For example, perpetrators may mistakenly believe that victims belong to a different group, and victims may not understand that criminal prosecutions and civil enforcement actions can be based on the perpetrator's mistaken belief about the victim's identification with or membership in a protected group. Moreover, even where incidents may not be enforceable under criminal or civil statutes, understanding why actors focus on certain groups and how memberships in different groups affect victims' experiences with hate incidents is critical to forming victim-focused public education and outreach efforts.

When developing public education and outreach campaigns, efforts should be made to have a full understanding of which groups and individuals should be included to ensure critical perspectives are included. DOJ's Community Relations Service (CRS) regularly engages with stakeholders, and CRS's professional training requires CRS staff to consistently reevaluate and assess which parties are part of the discussion and development of outreach and education, and whether any critical perspectives may be missing. This is particularly important when groups impacted by hate, such as Asian Americans, Native Hawaiians, and Pacific Islanders, are a "vastly diverse heterogeneous group where one size does not fit all—they represent a wide range of backgrounds, socioeconomic statuses, geographic residence locations, primary languages, levels of English proficiency, nativity statuses (U.S. born or not), immigration statuses, religions, and more."³⁰

 Public awareness campaigns should be conducted through a comprehensive effort and the use of multiple components and strategies, incorporating principles of language access, cultural competence, and community education.

Public awareness campaigns should also communicate that racism and bias can be a public health issue. As the Centers for Disease Control and Prevention notes, "[a] growing body of research shows that centuries of racism in this country has had a profound and negative impact on communities of color... The data show that racial and ethnic minority groups, throughout the United States, experience higher rates of illness and death across a wide range of health conditions, including diabetes, hypertension, obesity, asthma and heart disease, when compared to their White counterparts... The COVID-19 pandemic and is disproportionate impact among racial and ethnic minority populations is another stark example of these enduring health disparities."³¹ Furthermore, public awareness campaigns should also prioritize engagement that involves the population of focus, particularly in initial planning stages. This may take the form of engagement through listening sessions, focus groups, community townhalls, or other efforts to understand the specific needs of communities and effective approaches for different audiences.

8. Create Alliances Against Hate

An alliance against hate engages diverse community leaders and federal, state, local, Tribal, and territorial law enforcement in regular meetings where all parties can develop relationships outside of crisis situations. Alliances against hate can include as members government officials, public health workers, health care providers, law enforcement, community and advocacy groups, civil rights organizations, leaders of faith communities, business organizations, survivors of hate crimes and incidents and more. This regular engagement helps build trust necessary to share information to prevent and respond effectively to acts of hate, to understand the experiences of those victimized by hate crimes, to identify and develop resources that meet the needs of groups and individuals targeted for hate, and to identify steps for all participants that they can take to improve the response to hate.

If alliances such as these are in place when significant incidents do arise, an effective community response can more easily be deployed for protection of – and to signal community solidarity with – those targeted. Alliances against hate create and imbed infrastructure in communities to prevent hate crimes and hate incidents and to provide resources and rapid response.³²

9. Promote Greater Community, Cultural, and Historical Awareness

Awareness may also be attained through broader, deeper learning about diverse communities, which can be critical to prevent hate crimes, as well as hate incidents that can escalate to violence. This includes trainings and outreach highlighting the history and positive contributions to our nation of, as well as the history of discrimination and violence against, communities impacted by hate crimes and hate incidents. This includes community learning about Asian American, Native Hawaiian, and Pacific Islander communities in the United States.

In addition, promoting greater understanding of the impact of historical responses to crises that have caused an increase in hate crimes and unlawful discrimination can help prevent similar responses in the future. As one example, after the tragedy of 9/11, DOJ's Civil Rights Division held a summit that included members of the advocacy, faith, government, research, and academic communities to share their experiences after 9/11, to look back at the Justice Department's response to the backlash, to create a template for response to the backlash, and to look forward at remaining challenges and emerging opportunities for continued outreach and enforcement efforts.³³

Communication during crises and public health emergencies is especially important to reduce stigma. For example, during the 2014 Ebola outbreak, the Centers for Disease Control and Prevention (CDC) released "Crisis and Emergency Risk Communication (CERC) and Ebola," which provided guidance on how to communicate risks and benefits to stakeholders and the public. The manual noted that "stigmatization occurs when a risk is not present in an identifiable group of people, but people associate that risk with them." ³⁴ The impact of the COVID-19 pandemic on increased hate crimes against AA and NHPI communities requires similar study, analysis, and education by elected leaders, experts, law enforcement, health care providers, and officials across the country, to understand the problem, identify helpful and unhelpful responses, and develop methods to prevent similar increased stigma and hate in the future.

10. Promote Law Enforcement Education and Training

Law enforcement training is also critical to ensure community trust, which is essential to increasing victim reporting of hate crime and hate incidents. Law enforcement should be trained in how to understand the different experiences and intersectionality of the identities of communities targeted by hate crimes and hate incidents, and to conduct investigations with an understanding of the different types of evidence relevant to demonstrate bias toward different communities.³⁵ For example, for Asian American, Native Hawaiian, and Pacific Islander communities, there are a number of specific relevant cultural contexts, including:

- AA and NHPI communities consist of multiple heterogeneous groups with unique histories, languages, and cultures, and with unique experiences and response to hate crimes and hate incidents.
- There are historic and unique bias responses commonly experienced by communities. For AA and NHPI communities, that may include the experience of the "model-minority myth," which perpetuates the stereotyped "notion that all Asian Americans are wealthy, educationally successful, quiet, do not experience

racism, and have no mental health problems" and often masks significant challenges that AA and NHPI communities face.³⁶

Many AA and NHPI community members also experience stereotyping or indirect, subtle, or unintentional discrimination that can impact daily well-being, that may be overt or covert, and that may look different than other acts of hate against other communities.³⁷

Immigration status may create complex victim responses, in both interactions with law enforcement and in personal experiences with and response to hate crimes and incidents. This may be further exacerbated if immigrant communities have prior experiences of trauma or conflict. ³⁸

Law enforcement should be trained in how to understand the different experiences and intersectionality of the identities of communities targeted by hate crimes and hate incidents, and to conduct investigations with an understanding of the different types of evidence relevant to demonstrate bias toward different communities.

Finally, law enforcement plays a critical role in helping a victim heal from the trauma of hate crimes or hate incidents. A victim may be retraumatized and made to be feel isolated and marginalized in a variety of ways, including if (a) a victim is unable to report an incident or



communicate effectively with law enforcement in order to seek assistance and support due to lack of publicly available translated resources or the lack of interpretative services; (b) an officer is disrespectful, disinterested, hurried, or lacks appropriate cultural competence; (c) if an officer makes inaccurate or incomplete statements in the report; or (d) if an officer does not attempt to learn how to pronounce a victim's name. Stakeholders report that victims may become reclusive or withdrawn if they have a negative experience when they attempt to report hate-based violence to law enforcement.

11. Provide Resources for Individuals and Communities Experiencing Hate

Finally, individuals and communities experiencing hate crimes and hate incidents should be provided resources to help them heal, and resources should be deployed to help prevent such incidents in the future. These resources should be tailored to the needs of the affected communities and can include mental health resources to help victims recover from trauma, social services for communities experiencing hate, and grants or other funds to support trauma-informed and victim-centered services. Communities and organizations have sought increased law enforcement or other security patrols in the wake of hate incidents, and also prioritized other types of nonenforcement services, such as mediation and facilitated dialogue.

Resources should specifically focus on mental health and physical health needs for communities impacted by the trauma of a hate crime or hate incident, and for prevention efforts to address mental health needs of potential perpetrators. For example, DOJ's Office for Victims of Crime's (OVC) Services to Support Victims of Hate Crime and Strengthen Communities Program, launched last year, supports field generated, innovative strategies, approaches, and models to assist individuals, groups and communities impacted by hate crimes.

Appendix A

Department of Justice

Resources

Civil Rights Division (CRT)

- Hate Crimes Website I in English and Spanish I (https://www.justice.gov/hatecrimes)
 - Grants page
 - Addressing AAPI Hate, including instructions on how to report a hate crime to the FBI in 24 AA and NHPI Languages
 - State Specific Information: including hate crime statistics and other resources for each state I
 - Facts and Statistics page
- Hate Crime Resources: United States Department of Justice-Hate Crimes-Resources
 - Prevention
 - Learn About Hate Crimes
 - Case Examples
- Get Help Now
- CRT reporting portal can be found at: www.civilrights.justice.gov 2
- Laws and Policies
- Hate Crime Statutes
- Addressing Hate Crimes Against Asian Americans and Pacific Islanders Image Pacific Islanders
- Dep't of Justice, J. of Fed. Law and Practice, vol. 70, Civil Rights Part II: Criminal Issues (March 2022), which includes articles on legal requirements and practical recommendations on investigating and prosecuting hate crimes
- U.S. Department of Justice Combating Religious Discrimination Today: Final Report, July 2016 团
- Fact Sheet: Combating Discrimination Against AANHPI and MASSA Students Z
- Protecting the Rights of LGBTI Individuals Presentation

- Attorney Generals Reports to Congress Pursuant to the Emmet Till Unsolved Civil Rights Crimes Act of 2007 Z
- CRT's Emmett Till Act work is examined by podcasts here I
 - Cold Case Initiative
- Religious Freedom in Focus
- Brochure for Protecting the Rights of Lesbian, Gay, Bisexual, and Intersex (LGBTI) Individuals Z
- Confronting Discrimination in the Post 9/11 Era: A Report on the Civil Rights Division's post-9/11 Civil Rights Summit
- Federal Protections Against National Origin Discrimination
- The Department of Justice's Investigation of Allegations Regarding the Assassination of Dr. Martin Luther King, Jr. June 2000

Federal Bureau of Investigation (FBI)

- Hate Crimes page Z
- Hate Crime Statistics
- Hate Crimes Data Explorer , a tool that improves the transparency of the nation's hate crimes data
- Hate Crime Data Collection Guidelines and Training Manual
- National Anti-hate Crimes Campaign, including a press release 2, FBI.gov story 2, and social media amplification
 - NYPD and FBI New York Fight Asian Hate with New Joint Public Awareness Campaign Z
- FBI Threat Guide Z

FBI/Criminal Justice Information Services (CJIS)

- FBI CJIS offers virtual training that addresses reporting concerns around data collection
 - FBI Training Program Helps Increase Hate Crime Statistics Reporting: Increasing hate crime statistics reporting
- The National-Incident Based Reporting System (NIBRS)'s dedicated field for hate crime reporting and its data
- NIBRS Collection Application (NCA) An application created within the Law Enforcement Enterprise Portal for federal, state, local, and Tribal law enforcement agencies to directly enter NIBRS incident data

- Uniform Crime Reporting Program provides presentations during the regional Civil Rights Conferences that focuses on reporting hate crime via NIBRS, provides tips on hate crime reporting, and encourages law enforcement attendees to participate in NIBRS reporting
 - Hate Crime FAQs about UCR reporting the Hate Crime Statistics Collection *I*

Office of Justice Programs (OJP)/Bureau of Justice Assistance (BJA)

- Implementation of several hate crimes enforcement and prevention related programs, including the release of several solicitations for funding
- Emmett Till Cold Case Investigations Program
- Matthew Shepard and James Byrd, Jr. Hate Crimes Program
 - Matthew Shepard and James Byrd, Jr. Hate Crimes Program I Training & Technical Assistance I Bureau of Justice Assistance (ojp.gov)
- Collaborative Approaches toward Preventing and Addressing Hate Crime Demonstration Projects
- Byrne Criminal Justice Innovation (BCJI) Program, including the development of a community trust training for law enforcement, engaging communities with listening sessions, and assessing community capacity and effective approaches to inform future training and technical assistance strategies
 - Frequently asked questions
- Hate Crimes Enforcement and Prevention Initiative webpages I
- Criminal Victimization of International Students: A National Conversation on Effective Prevention Practices

OJP/Bureau of Justice Statistics (BJS)

- Federal Hate Crime Prosecutions, 2005-2019 Z
- Hate Crimes Reported by Victimization, 2005-2019 2
- Hate Crimes Recorded by Law Enforcement, 2010-2019 2
- Bias-Motivated/Hate Crime website
- Hate Crime Victimization, 2004-2015 🗵
- National Crime Victimization Survey Hate Crime Data

- Federal Justice Statistics Program Hate Crime Data
- Enhancing the Measurement of Hate Crime in the NCVS: Developing and Testing Improvements to the Survey Questions

OJP/National Institute of Justice (NIJ)

- Funded "A Pathway Approach to the Study of Bias Crimes of Offenders" (Data from this and the below study are archived at the National Archive of Criminal Justice Data (NACJD) , and the final research report is available through the National Criminal Justice Reference Service (NCJRS)
- Funded "Hate Crimes in Miami-Dade County: Improving Awareness, Service Delivery, Reporting, Investigation, and Prosecution"
 - Acting "Straight": Socio-Behavioral Consequences of Anti-Queer Hate Crime Victimization Z
 - What Prosecutors and the Police Should Do About Underreporting of Anti-LGBTQ Hate Crime 团
- Funded "Hate Crime Investigations and Offender Profiles: A National Survey of U.S. Law Enforcement Agencies" (results forthcoming)
- Older resources:
 - Questioning Bias: Validating a Bias Crime Victim Assessment Tool in California And New Jersey 🗷
 - Bias Crime Assessment: A Tool and Guidelines for Law Enforcement and Concerned Communities 🗵
 - Solicitation for Research and Evaluation on Hate Crimes, FY2018 Z
 - Understanding Trends in Hate Crimes against Immigrants and Hispanic-Americans
 - Hate Crime in America (2007) Z
 - Study of Literature and Legislation on Hate Crime in America (2005)

OJP/Office of Juvenile Justice and Delinquency Prevention (OJJDP)

- Youth Hate Crime Literature Review
- Materials from an event titled: Understanding and Preventing Youth Hate Crimes and Identity-based Bullying: A Virtual Symposium 2
- Developing a Hate Crime Prevention Curriculum targeted at youth who have committed hate crimes
- Special Report and Fact Sheet will be produced with recommendations on how to prevent youth hate crime and hate groups (forthcoming from 2022 roundtables)

- Online resources:
 - Helping Educators and Counselors Prevent Bullying of and Discrimination Against Our Nation's Muslim Youth
 - Strategies for Educators, Counselors, and Community Members To Build Protective Factors for America's Muslim Youth
 - Context and Practice: Trauma-Informed Approaches to Building Affirming Environments for LGBTQ+ Youth
 - www.stopbullying.gov
 - Model Programs Guide: Implementation Guide: School-Based Bullying Prevention Z

OJP/Office of Victims of Crimes (OVC)

- Administers state Victims of Crime Act (VOCA) formula funds for victim assistance
 - Is developing training & technical assistance resources for hate crimes and hate crime incidents
- Services to Support Victims of Hate Crime and Strengthen Communities Program, which is a \$2 million grant program that supports field generated, innovative strategies, approaches, and models to assist individuals, groups and communities impacted by hate crime
- Resources and Support for the Victims of the Tragedy in the Atlanta Metropolitan Area Z
- Solicitation entitled "Helping Victims of Hate Crime and Strengthening Their Communities" in May 2021, and the five applications that were received are now in the peer review process
- Crime and Victimization Fact Sheets: Hate Crime 🗷
- Responding to Hate Crime: A Multidisciplinary Curriculum for Law Enforcement and Victim Assistance Professionals 2
- Training and technical assistance to state, local, and Tribal service providers to help identify and serve hate crime victims. OVC's Training and Technical Assistance Center provides online training on hate and bias crimes
- Working With LGBTIQ Survivors of Violence Web Forum Guest Host Session Transcript (2009) Z

Office of Community Oriented Policing Services (COPS Office)

- Website and centralized hub for resources: here
- Not in Our Town resources
- Not In Our Town: Light in the Darkness A Guide for Law Enforcement Z
- Gender, Sexuality, and 21st Century Policing: Protecting the Rights of the LGBTQ+ Community Z
- Stop Hate & Build Inclusion: Resources for Law Enforcement and Community Partners Z
- Arlington, TX: A Community Policing Story; A Guide for Law Enforcement and Community Screenings Z
- Camden's Turn: A Story of Police Reform in Progress; A Guide for Law Enforcement and Community Screenings
- Community-Based Approaches to Prevention: A Report on the 2014 National Summit on Preventing Multiple Casualty Violence
- Innovators 2013: Reducing Crime by Increasing Trust in an Immigrant Community Immigrant Community
- Strengthening the Relationship between Law Enforcement and Communities of Color I
- Engaging Police in Immigrant Communities
- Bridging the Language Divide: Promising Practices for Law Enforcement I
- Building Strong Police-Immigrant Community Relations: Lessons from a New York City Project I
- Racially Biased Policing: A Principled Response
- Stop Hate & Build Inclusion: Resources for Law Enforcement and Community Partners Z
- Lessons to Advance Community Policing: Final Report for 2014 Microgrant Sites I
- Building Relationships of Trust:
 - Moving to Implementation
 - Recommended Steps for Chief Executives
 - Curriculum Training Modules
 - Community Perception Survey
 - Commonly Used Terms
- Uniting Communities Post-9/11: Tactics for Cultivating Community Policing Partnerships with Arab, Middle Eastern, Muslim, and South Asian Communities
- Stop and Frisk: Balancing Crime Control with Community Relations I

- Building Stronger, Safer Communities
- E-COP: Using the Web to Enhance Community Oriented Policing Z
- Racial Reconciliation, Truth-Telling, and Police Legitimacy Z
- Building Trust Between the Police and the Citizens They Serve I
- Improving the Identification, Investigation, and Reporting of Hate Crimes: A Summary Report of the Law Enforcement Roundtable
- Collaborative Reform Initiative Technical Assistance Center (CRI-TAC) provides direct, customized training and technical assistance to state, local, Tribal, campus, and territorial law enforcement agencies in over 60 different topics, including hate crimes
 - CRI-TAC in partnership with Arlington, TX Police Department developed a hate crimes curriculum focused on law enforcement response, investigation, and reporting of hate crimes
- The COPS office is currently developing a new training on increasing investigative hate crime skills and training of law enforcement agencies across the country
- COPS Office monthly e-newsletter, Community Policing Dispatch—Combating Hate Crimes against Asian American and Pacific Islander Communities
- Demystifying Hate Crime Prevention and Response on College Campuses COPS: Office worked with the International Association of Campus Law Enforcement Administrators on this article about responding to hate crimes on college campuses
- COPS Hiring Program (CHP) is designed to provide funding directly to law enforcement agencies to hire and/or rehire additional career law enforcement officers in an effort to increase their community policing capacity and crime prevention efforts. To learn more about CHP and the current solicitation, please visit the COPS Office website.
- Community Policing Development (CPD) Microgrants program invited agencies to propose demonstration or pilot projects that offer creative ideas to advance crime fighting, community engagement, problem solving, or organizational changes to support community policing.
 To learn more about CPD Microgrants and the current solicitation, please visit the COPS Office website.

Community Relations Service (CRS)

- Toolkit on Preventing and Responding to Bias and Hate Incidents Against Asian American, Native Hawaiian, and Pacific Islander Communities
- Responding to Hate Crimes Against AAPI Communities
- Responding to Hate Crimes and Community Conflicts
- Helping Communities Prevent and Respond to Hate Crimes
- CRS Supports Communities Experiencing Racial Tension
- Bias Incidents and Hate Crimes Forum Facilitator Guide for Community Leaders Z
- Working with Law Enforcement and Communities
- City Site Problem Identification and Resolution of Issues Together (City-SPIRIT) Z
- Campus Hate Crimes Stakeholder Webinars (with COPS and CRT)
 - Z Campus Student Problem Identification and Resolution of Issues Together guide (SPIRIT)
 - Campus model for its Dialogues on Race program
 - See here as well
- Working with University and College Communities
- Working with LGBTQ Communities
- Addressing Conflict Based on Disability
- CRS Facilitates Virtual Dialogue to Address Hate Crimes Against Disability Community I
- Engaging and Building Relationships with Transgender Communities
- Protecting Places of Worship
- Protecting Places of Worship Forum Facilitator Guide for Community Leaders Z
- Engaging and Building Partnerships with Muslim Americans
- Engaging and Building Partnerships with Sikh Americans
- Strengthening Police and Community Partnerships (SPCP) Program Fact Sheet 🗵
- Working with Muslim, Arab, Sikh, South Asian, and Hindu (MASSAH) Communities 🗷
- On Common Ground Law Enforcement Training Video on Sikhism

Appendix B

Department of Health and Human Services

Resources

Cultural Competence and Language Access

- Bulletin: Civil Rights Protections Prohibiting Race, Color and National Origin Discrimination During COVID-19 (July 20, 2020)
- HHS Guidance to Federal Financial Assistance Recipients Regarding Title VI Prohibition Against National Origin Discrimination Affecting Limited English Proficient Persons, 68 Fed. Reg. 47311 (August 8, 2003)
- Guidance to State and Local Governments and Other Federally Assisted Recipients Engaged in Emergency Preparedness, Response, Mitigation, and Recovery Activities on Compliance with Title VI of the Civil Rights Act of 1964 2
- HHS Office for Civil Rights Language Access
- HHS Office of Minority Health Think Cultural Health
- HHS Office of Minority Health National CLAS Standards Z

Mental Health Resources

- SAMHSA's National Helpline Z, 1-800-663-HELP (4357) (English and Español)
- Disaster Distress Helpline , 1-800-985-5990 (English and Español)
- Behavioral Health Treatment Services Locator
- SAMHSA's COVID-19 Resource and Information *I*
- National Suicide Prevention Lifeline , 1-800-273-TALK (8255); 1-888-628-9454 (Español). The Tele-Interpreters service, which supports over 150 languages, is available to crisis centers

Note: 9-8-8 is the new three-digit dialing code that will route callers to the National Suicide Prevention Lifeline. This will expand nationwide in the United States on July 16, 2022. Once 9-8-8 is launched the current Lifeline number will remain available to those experiencing emotional distress or suicidal crisis.

Addressing Stigma

- NIH COVID-19 Stigma
- CDC Reducing Stigma
- StopBullying.gov
- HHS Maternal-Child Emergency Planning Toolkit
 (mentions stigma involving victims of intimate partner violence)
- First Responders: Support for Pregnant Survivors of Abuse or Rape during Disasters Fact Sheet (mentions toolkit for supporting victims of domestic violence)
- Discharge Planning and Care Coordination during the COVID-19 Pandemic: New Housing (mentions stigma in "New Housing" section of discharge planning toolkit)

Presidential COVID-19 Health Equity Task Force

■ Final Report and Recommendations (October 2021) 2

Endnotes

Defining Hate Crimes And Hate Incidents

1 See Laws and Policies, U.S. DEP'T OF JUST. (last updated Mar. 2, 2022), https://www.justice.gov/ hatecrimes/laws-and-policies. Information about hate crime incidents by state can be found at *State Specific Information*, U.S. DEP'T OF JUST. (last updated Apr. 23, 2021), https://www.justice.gov/ hatecrimes/state-specific-information.

2 Hate Crime Data Collection Guidelines and Training Manual, FED. BUREAU OF INVESTIGATION CRIM. JUST. INFO. SERVS. (CJIS) DIV. UNIF. CRIM. REPORTING (UCR) PROGRAM, at 9 (Mar. 1, 2022) ("FBI Training Manual"), https://www.fbi.gov/file-repository/ucr/ucr-hate-crime-data-collection-guidelines-training-manual-030122.pdf/view.

Why Public Awareness of Hate Crimes and Hate Incidents Matters

3 COVID-19 Hate Crimes Act § 4(b).

4 *Overview of Hate Crime*, NAT'L INSTITUTE OF JUST. (Sept. 13, 2021), https://nij.ojp.gov/topics/ articles/overview-hate-crime.

5 *See, e.g.*, Hatzenbuehler M. L. (2016). Structural stigma: Research evidence and implications for psychological science. The American psychologist, 71(8), 742–751; Herek, G. M., Gillis, J. R., & Cogan, J. C. (1999). Psychological sequelae of hate-crime victimization among lesbian, gay, and bisexual adults. Journal of Consulting and Clinical Psychology, 67(6), 945–951; Fetzer MD, Pezzella FS. The Nature of Bias Crime Injuries: A Comparative Analysis of Physical and Psychological Victimization Effects. Journal of Interpersonal Violence. 2019;34(18):3864-3887; Curtis DS, Washburn T, Lee H, Smith KR, Kim J, Martz CD, Kramer MR, Chae DH. Highly public anti-Black violence is associated with poor mental health days for Black Americans. Proc Natl Acad Sci U S A. 2021 Apr 27;118(17):e2019624118.

6 See, e.g., Media Statement from Rochelle P. Walensky, MD, MPH, Director, Centers for Disease Control and Prevention, CENTERS FOR DISEASE CONTROL AND PREVENTION (Apr. 8, 2021), https://www.cdc.gov/media/releases/2021/s0408-racism-health.html (stating that "racism is a serious public health threat that directly affects the well-being of millions of Americans").

7 Crime Data Explorer, FED. BUREAU OF INVESTIGATION CRIM. JUST. INFO. SERVS. (CJIS) DIV. UNIF. CRIM. REPORTING (UCR) PROGRAM, https://crime-data-explorer.fr.cloud.gov/pages/explorer/ crime/hate-crime (showing hate crime statistics by year). The FBI Hate Crimes statistics capture hate crimes data based on a nationally-standardized definition of a hate crime. This includes requiring the elements of a criminal offense and "sufficient objective facts to lead a reasonable and prudent person to

conclude the offender's actions were motivated, in whole or in part, by bias." FBI Training Manual, *supra* note 2, at 4, 6. Collecting data based on a standardized definition ensures that the data can be used to make meaningful comparisons and track trends of similar incidents over time.

8 Id.

9 PRESIDENTIAL COVID-19 HEALTH EQUITY TASK FORCE FINAL REPORT AND RECOMMENDATIONS, October 2021, at 15, https://www.minorityhealth.hhs.gov/assets/pdf/HETF_ Report_508_102821_9am_508Team%20WIP11-compressed.pdf.

10 Id. at 22.

What We Don't Know – Gaps in Public Awareness

11 Id.

12 *National Report* (Through December 31, 2021) STOP AAPI HATE (Mar. 22, 2022), https://stopaapihate.org/national-report-through-december-31-2021/.

Lack of Data and Underreporting by Victims and Witnesses of Hate Crimes and Hate Incidents

13 *Hate Crime Victimization, 2005-2019*, BUREAU OF JUST. STAT. (Sept. 2021), https://bjs.ojp.gov/ library/publications/hate-crime-victimization-2005-2019. NCVS defines violent hate victimizations to include rape or sexual assault, robbery, aggravated assault, and simple assault.

14 Hamburger ME, Basile KC, Vivolo AM. Measuring Bullying Victimization, Perpetration, and Bystander Experiences: A Compendium of Assessment Tools. Atlanta, GA: Centers for Disease Control and Prevention, National Center for Injury Prevention and Control (2011), https://www.cdc.gov/ violenceprevention/pdf/bullycompendium-a.pdf.

Confusion in Defining "Hate Crime" and "Hate Incidents"

15 For example, the Oregon Attorney General tracks hate or bias crimes and bias incidents reported through their hate crimes reporting hotline, and provides data online. *See Hotline Data*, OREGON DEP'T OF JUST., https://www.doj.state.or.us/oregon-department-of-justice/civil-rights/bias-and-hate/ hotline-data/. For the purposes of Oregon's reporting hotline, hate or bias crimes are defined as "a crime motivated by bias against another person's race, color, disability, religion, national origin, sexual orientation, or gender identity" and bias incidents are defined as "any hostile expression that may be motivated by another person's race, color, disability, religion, national origin, sexual orientation, or gender identity. The act does not need to be a federal, state, tribal, or local crime." *See What's the Difference between a Hate or Bias Crime and a Bias Incident?*, OREGON DEP'T

OF JUST., https://www.doj.state.or.us/oregon-department-of-justice/civil-rights/bias-and-hate/whats-the-difference-between-a-hate-or-bias-crime-and-a-bias-incident/.

Guidance: Increasing Public Awareness to Prevent and Respond to Hate Crimes and Hate Incidents

Prioritize Community Outreach

16 Memorandum from Att'y Gen. to U.S. Dep't of Just. Employees, Improving the Department's Efforts to Combat Hate Crimes and Hate Incidents (May 27, 2021), https://www.justice.gov/ag/page/file/1399221/ download.

17 *Combating the Rise in Hate Crimes Hearing Before the S. Comm. on the Judiciary*, 117th Cong. (Mar. 8, 2022) (statement of Kristen Clarke, Assistant Att'y Gen. C.R. Div., U.S. Dep't of Just.) *available at* https://www.judiciary.senate.gov/imo/media/doc/Clarke%20Testimony2.pdf.

18 Preventing and Responding to Bias and Hate Incidents Against Asian American, Native Hawaiian, and Pacific Islander Communities, U.S. DEP'T OF JUST. COMMUNITY RELATIONS SERV. (Aug. 2021), https://www.justice.gov/File/1426866/Download.

19 See Preventing Youth Hate Crimes & Identity-Based Bullying Initiative, OFF. OF JUV. JUST. AND DELINQUENCY PREVENTION, https://ojjdp.ojp.gov/programs/preventing-youth-hate-crimes-bullying-initiative.

Prioritize Community-Based Responses and Partnerships

20 National Defense Authorization Act for Fiscal Year 2010 § 4706, 41 U.S.C. § 2000g–1; *see About CRS*, COMMUNITY RELATIONS SERV., https://www.justice.gov/crs/about.

21 See Preventing and Addressing Anti-Asian Hate Crime: A Demonstration Project in Los Angeles, BUREAU OF JUST. ASSISTANCE (Nov. 9, 2021), https://bja.ojp.gov/funding/awards/15pbja-21-gg-02973-mumu.

Engage Healthcare Providers, Clinics, and Health Systems in Efforts to Address Hate Crimes and Hate Incidents

22 See, e.g., Analysis: Declarations of Racism as a Public Health Crisis, AM. PUB. HEALTH ASS'N, https://www.apha.org/-/media/Files/PDF/topics/racism/Racism_Declarations_Analysis.ashx; Racism and Health, CENTERS FOR DISEASE CONTROL AND PREVENTION, OFFICE OF MINORITY HEALTH AND HEALTH EQUITY, https://www.cdc.gov/healthequity/racism-disparities/index.html; Policy Statement on Structural Racism as a Public Health Issue, ASS'N OF STATE AND TERRITORIAL HEALTH OFFICIALS (Apr. 6, 2021), https://www.astho.org/communications/newsroom/2021/astho-policystatement-structural-racism-as-a-public-health-issue/. **23** See James H. Lee, M.D., *Combating Anti-Asian Sentiment — A Practical Guide for Clinicians*, NEW ENGLAND J. OF MED., https://www.nejm.org/doi/full/10.1056/NEJMp2102656 (suggesting, among other things, that screening questions that address racism or symptoms associated with racism be asked as part of taking a patient's history, and suggesting screening questions such as "Do you avoid certain locations due to fear of being discriminated against?").

Prioritize Cultural Competence and Language Access

24 PRESIDENTIAL COVID-19 HEALTH EQUITY TASK FORCE, supra note 9, at 40.

25 A. Channapati, *Breaking the Pattern: Anti-AAPI Hate Crimes During the Pandemic*, 70 DEP'T OF JUSTICE, J. OF FED. LAW AND PRACTICE, CIVIL RIGHTS PART II: CRIMINAL ISSUES, 187, 195-97 (2022).

26 See, e.g., Press Release, Texas Man Pleads Guilty to Hate Crime Charges for Attacking Asian Family (Feb. 23, 2022), https://www.justice.gov/opa/pr/texas-man-pleads-guilty-hate-crime-chargesattacking-asian-family (describing hate crime in which perpetrator followed an Asian family in a store, punched the father, used a knife to slash the face of a 6-year-old child, and stabbed a store employee who tried to intervene, because he believed the family to be of Chinese national origin and perceived them to be a "threat" because they were "from the country who started spreading that disease around."). The Centers for Disease Control and Prevention also has noted that, with respect to COVID-19, "[c] ommunity leaders and public health officials can help prevent stigma by: correcting negative language that can cause stigma by sharing accurate information about how the virus spreads; speaking out against negative behaviors and statements, including those on social media; and making sure that images used in communications show diverse communities and do not reinforce stereotypes." See also: Social Stigma associated with COVID-19: A guide to preventing and addressing social stigma (Feb. 24, 2020), https:// www.who.int/docs/default-source/coronaviruse/covid19-stigma-guide.pdf, which includes guidance such as on recommended and disfavored uses of language to use when referring to COVID-19. The CDC recommended -avoiding attaching locations or ethnicity to the disease, such as referring to COVID-19 as the "Wuhan Virus", "Chinese Virus" or "Asian Virus". The CDC noted that the official name for the disease was deliberately chosen to avoid stigmatization - the "co" stands for Corona, "vi" for virus and "d" for disease, and 19 was chosen because the disease emerged in 2019. Id. at 2.

Promote Allyship and Understand Intersectional Community Identities

27 For example, John C. Yang, president and executive director of Asian Americans Advancing Justice (AAJC), and Sherrilyn Ifill, former president and director-counsel of the NAACP Legal Defense and Educational Fund (LDF), joined together to talk about the long roots of allyship across communities in fighting systemic racism and hate. *See* Washington Post Live, *Transcript: Race in America: Allyship with NAACP LDF President & Director-Counsel Sherrilyn Ifill & AAJC President John C. Yang*, WASH. POST (Apr. 8, 2021), https://www.washingtonpost.com/washington-post-live/2021/04/08/transcript-race-america-allyship-with-naacp-ldf-president-director-counsel-sherrilyn-ifill-aajc-president-john-c-yang

28 Such bystander inventions and acts of allies have proven successful in other contexts, such as bullying in schools, *see e.g., Stop Bullying On The Spot*, https://www.stopbullying.gov/, and workplace harassment, *see e.g., YourRights@Work: A Bystander's Response to Workplace Harassment*, OFF. OF CONG. WORKPLACE RTS., https://www.ocwr.gov/publications/your-rights-at-work/your-rights-at-work-a-bystanders-response-to-workplace-harassments/.

29 See FBI Hate Crimes Awareness Campaign Reaches Millions of Americans, COPS CMTY. POLICING DISPATCH (Feb. 2022), https://cops.usdoj.gov/html/dispatch/02-2022/hatecrimes_awareness.html.

30 Victoria Chau and Perry Chan, M.P.H. *One size does not fit all: Appreciating the diversity of Asian Americans, Native Hawaiians, and Pacific Islanders (AANHPIs) and the Implications for Mental Health,* HHS SAMHSA (May 25, 2021), https://www.samhsa.gov/blog/one-size-does-not-fit-all-appreciating-diversity-asian-americans-native-hawaiians-pacific.

31 Racism and Health, supra note 23.

Create Alliances Against Hate

32 As an example, the Michigan Alliance Against Hate Crimes (MIAAHC) includes as permanent members and co-chairs of MIAAHC the U.S. Attorneys from the Eastern and Western Districts of Michigan, the chair of the Michigan Civil Rights Commission, and the Chair of its Hate Crime Committee and is a statewide coalition of local, state and federal law enforcement agencies, civil rights organizations, community-based groups, educators and anti-violence advocates working to ensure a complete and effective response to hate crimes and incidents. *See* United States Attorney's Office for the Western District of Michigan, *Michigan Alliance Against Hate Crimes*, https://www.justice.gov/usao-wdmi/ community-outreach/michigan-alliance-against-hate-crimes-miaahc. The alliance provides information and resources that assist local hate crime coordinating units (Community Response Systems) engage specific community partners in education and prevention initiatives. *Id.*

33 Confronting Discrimination in the Post-9/11 Era: Challenges and Opportunities Ten Years Later, A Report on the Civil Rights Division's Post-9/11 Civil Rights Summit Hosted by George Washington University Law School, DEP'T OF JUST. C.R. DIV. (2011).

34 *Crisis and emergency risk communication (CERC) and Ebola*, CENTERS FOR DISEASE CONTROL AND PREVENTION (April 29, 2015), https://stacks.cdc.gov/view/cdc/37695.

Promote Law Enforcement Education and Training

35 The Justice Department's Bureau of Justice Assistance, through the Matthew Shepard and James Byrd, Jr. Hate Crimes Program, provides funding, training, and technical assistance to state, local, and Tribal law enforcement and prosecution agencies to address hate crimes. The program supports law enforcement and prosecution agencies and their partners in conducting outreach, educating practitioners and the public, enhancing victim reporting tools, and investigating and prosecuting hate crimes.

36 Letter from Am. Psychological Ass'n to the U.S. Dep't of Health and Hum. Servs. (HHS) Off. of Minority Health (OMH), Response to Best Practices for Advancing Cultural Competency, Language Access and Sensitivity toward Asian Americans and Pacific Islanders Request for Information (RFI) (Aug. 13, 2021), https://www.apaservices.org/advocacy/cultural-competency-language-access-letter.pdf.

37 Id.

38 Id.





U.S. Department of Health and Human Services