FACING ALL THE FACTS

# Connecting on hate crime data in Greece

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CEJI A JEWISH CONTRIBUTION TO AN INCLUSIVE EUROPE

PRAKSIS

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# Background

Facing all the Facts is generating more effective responses to hate crimes at national level and beyond so that bias motivated incidents will no longer be denied and victims' rights protected.

The project has four main objectives:

1. To discover what works and identify gaps and opportunities to improve cooperation and data sharing between criminal justice systems and CSOs;
2. To develop high quality and targeted online training which will advance the implementation of hate crime strategies, and can be tailored to a variety of national contexts and integrated into existing learning programmes;
3. To build the capacity of law enforcement and public authorities to take a victim-centered approach to monitoring and recording hate crime; and
4. To inform EU policy through evidenced and practice-based recommendations on improving hate crime recording, reporting and training methods in these areas.

Online training courses can be accessed by registering on:
www.facingfactsonline.eu

- Hate crime training for police
- Hate crime monitoring for civil society organisations
- Hate crime recording policy-making
- 7 Bias Indicators modules that address the specificities linked to hate crimes targeting the following communities:
  - Disabled
  - Jewish
  - LGBT
  - Migrants and Refugees
  - Muslim
  - People of African Descent
  - Roma
- Hate speech monitoring and counteraction
- Hate speech advocacy
- Online content moderation

For interest in online courses that are not available to the public, such as those customized to specific national or organisational training strategies, please contact the project coordinator:

**melissa.sonnino@ceji.org**

# Introduction

If we are to understand hate crime[1], support victims and reduce and prevent the problem, there are some basic questions that need to be answered:

> ***How many hate crimes are taking place? Who are the people most affected? What is the impact? How good is the response from the police? Are cases getting investigated and prosecuted? Are the courts applying hate crime laws? Are victims getting access to safety, justice and the support they need?***

While 'official' hate crime data, usually provided by police reports, are the most cited source for answers to these questions, they only tell a small part of this complex story. Understanding what happens to cases as they are investigated, prosecuted and sentenced requires a shared approach with cooperation across government agencies and ministries with responsibilities in this area, however, the necessary mechanisms and partnerships are often not in place. Reports and information captured by civil society organisations (CSOs) can provide crucial parts of the jigsaw, yet connection across public authority- civil society 'divides' is even more limited.

The Facing all the Facts project used interactive workshop methods, in-depth interviews, graphic design and desk research to understand and assess frameworks and actions that support hate crime reporting, recording and data collection across a 'system' of public authorities and CSOs.[2] Researchers adopted a participatory research methodology and worked directly with those at the centre of national efforts to improve hate crime reporting, recording and data collection to explore the hypothesis that stronger relationships lead to better data and information about hate crime and therefore better outcomes for victims and communities.

1 As a general rule, Facing all the Facts uses the internationally acknowledged, OSCE-ODIHR definition of hate crime: 'a criminal offence committed with a bias motive'
2 The following countries were involved in this research: Greece, Hungary, Ireland, Italy, Spain, United Kingdom (England and Wales).

What was found is that a range of factors are key to progress in this area, including the:

- strength and comprehensiveness of the international normative framework that influences national approaches to reporting, recording and data collection;
- technical capacity to actually record and share information and connect with other parts of the system;
- existence of an underlying and inclusive policy framework at the national level;
- work of individual 'change agents' and the degree to which they are politically supported;
- skills and available resources of those civil society organisations that conduct recording, monitoring and advocacy.

The research found that each national context presents a different picture, and none is fully comprehensive or balanced.

This national report aims to describe the context and current picture of hate crime reporting, recording and data collection in Greece and to present practical, achievable recommendations for improvement. It is hoped that national stakeholders can build on its findings to further understand and effectively address the painful and stubborn problem of hate crime in Greece.

It is recommended that this report is read in conjunction with the European report which brings together themes from across the six national contexts, tells the stories of good practice and includes practical recommendations for improvements at the European level. Readers should also refer to the Methodology section of the European Report that sets out how the research was designed and carried out in detail.

# How did we carry out this research?

The research stream of the Facing all the Facts project had three research questions:[3]

1. What methods work to bring together public authorities (police, prosecutors, government ministries, the judiciary, etc.) and NGOs that work across all victim groups to:
- co-describe the current situation (what data do we have right now? where is hate crime happening? to whom?)
- co-diagnose gaps and issues (where are the gaps? who is least protected? what needs to be done?), and;
- co-prioritise actions for improvement (what are the most important things that need to be done now and in the future?).
2. What actions, mechanisms and principles particularly support or undermines public authority and NGO cooperation in hate crime recording and data collection?
3. What motivates and supports those at the centre of efforts to improve national systems?

The project combined traditional research methods, such as interviews and desk research, with an innovative combination of methods drawn from participatory research and design research.[4]

The following activities were conducted by the research team:

1. Collaborated with relevant colleagues to complete an overview of current hate crime reporting, recording and data collection processes and actions at the national level, based on a pre-prepared template;[5]
2. Identified key people from key agencies, ministries and organisations at the national level to take part in a workshop to map gaps and opportunities for improving hate crime reporting, recording and data collection.[6] This took place in Athens on 17 May 2017.
3. Conducted in-depth interviews with five people who have been at the heart of efforts to improve reporting, recording and data collection at the national level to gain their insights into our research questions.

Following the first phase of the research, the lead researcher synthesised existing norms and standards on hate crime to create a self-assessment framework (insert link), which was used to develop national systems maps describing how hate crimes

3 In terms of its conceptual scope, the research focused on hate crime recording and data collection, and excluded a consideration of hate speech and discrimination. This was because there was a need to focus time and resources on developing the experimental aspects of the methodology such as the workshops and graphics. International and national norms, standards and practice on recording and collecting data on hate speech and discrimination are as detailed and complex as those relating to hate crime. Including these areas within the methodology risked an over-broad research focus that would have been unachievable in the available time.
4 See the Methodology section of the European Report for a detailed description of the research theory and approach of the project.
5 See the Methodology section of the European Report for a full description of the research methodology.
6 See the Methodology section of the European Report for agenda and description of activities.

are registered, how data is collected and used and an assessment of the strength of individual relationships across the system. A graphic designer worked with researchers to create visual representations of the *Journey of a Hate Crime Case* (see below) and national *Systems Maps* (See 'Mapping the hate crime recording and data collection 'system' in Greece' below).

With a complete draft of the national report and its graphic outputs, a consultation on the findings and recommendations was organised via a second interactive workshop with stakeholders which was held in Athens on 9 October 2018.

During the final phase, the lead researcher continued to seek further input and clarification with individual stakeholders, as needed, when preparing the final report. Overlapping themes from this and other national reports were brought together and critically examined in the final, European Report.

# The Greek context

The political, legal, social and technical aspects of hate crime in Greece have been meticulously documented by the Racist Violence Recording Network (the Network) since the second half of 2011. The EU Agency for Fundamental Rights, focused on Greece and Hungary in a recent report and Amnesty International and Human Rights First regularly report on the country. This report will not repeat or rehearse this rich set of information on Greece. It explores the efforts of key actors to implement and improve hate crime recording and data collection processes that are victim-focused and that prioritise collaboration across NGOs and between NGOs and the Greek state.

# The ‘story’ of hate crime recording and data collection in Greece: a timeline [7]

7 This timeline includes: hate crimes that reached the national consciousness often because of the public visibility of its impact on the family and communities or because of a poor response to the incident by the authorities; key developments on improving hate crime recording and data collection such as the publication of an important report, national hate crime strategy or action plan, the setting up of a relevant institution, or the first meeting of national group set up to actively address the issues.

**2009-2010** Upsurge in violence against migrants and refugees in Greece carried out by hit squads, often connected to Golden Dawn.

**10 May, 2011** On his way to take his wife to hospital to give birth, Manolis Kantaris is killed by two Afghan men who stole his camera. Sustained violence against visible migrants followed. Around one hundred people were being pulled off buses and injured. One person was killed. NGOs were recording victim testimonies as they provided medical help. Very few victims went to the police due to concerns that they would be detained and deported because of their irregular immigration status. In the words of one interviewee, 'they were two times afraid'. [8] The Racist Violence Recording Network (RVRN) was rapidly created to institutionally support NGOs in their efforts to make this violence visible. A pilot was completed by the end of 2011 of a methodology that would standardise hate crime recording across the Network.[9]

**2012** The number of incidents of racist violence recorded by the Network and reported by the press significantly increases. The first specialist racist violence unit was established in the police in response to a significant rise in racist violence. RVRN publishes its first annual report.

**17 January 2013** Shehzad Luqman, a Pakistani man is stabbed to death by two men while cycling to work. His attackers were later established to be associated with Golden Dawn.

**Early 2013** Further increases in racist incidents are recorded by the Network and reported in the press. The Ministry of Public Order and Citizens Protection passes Policy Directive 132/2012, which authorizes the creation of specialist police units to address racist crime.

**18 September 2013** Pavlos Fissas is murdered by Giorgios Roupakias, a member of Golden Dawn. Arrests of the Golden Dawn leadership followed. The incident captured national attention, 'suddenly people realised that Golden Dawn had organised, vigilante groups'.[10]

**2014** here is a marked reduction in violent incidents recorded by the Network, probably partly as a result of the arrest of several Golden Dawn members (RVRN, 2014).

8 Interviewee two
9 RVRN (2014)
10 Interviewee three

**2014** Greek law is tightened to more clearly define hate crime through a specific sentencing provision, allowing more focused criminal justice response.[11]

**April 2015** More than eighteen months after the arrest of suspects, the trial of Golden Dawn begins in a prison courtroom that is difficult for the public to access.

**24 September 2015** Dionysis Liakopoulos and Christos Stergiopoulos found guilty for the murder of Shehzad Luqman. They are given life sentences and Greek 'race hate crime law' is applied for the first time.

**December 2015** The National Council Against Racism and Intolerance is established, including actions to improve hate crime recording and data collection. The Racist Violence Recording Network is represented on this body.[12]

**From 2015** The nature of hate crime in Greece changes again with the refugee crisis and with particular geographical and resource challenges experienced by both monitoring and support CSOs and the police.

**18 March 2016** EU-Turkey statement, agreeing that all new irregular migrants crossing from Turkey into Greek islands as from 20 March 2016 to be returned to Turkey is signed.

**2-4 May 2017** Six attacks on the island of Leros against Palestinian, Syrian and Iraqi asylum seekers, including a trans woman.

**2017** Despite institutional progress and arrests of members of extremist groups, Some extremist groups (such as Apella and Krypteia) reinforced their presence in the public sphere by carrying out a string of racist attacks and threats against refugee, immigrant and LGBTQ+ organisations. Human rights defenders, humanitarian staff members and accommodation facilities have been targeted by both extremist groups and locals whose link with extremist groups.[13] LGTBQ+ organisations, such as Colour Youth, as well as individual activists received threats during Pride and online.[14]

**April 2018** Violent clashes between right wing extremist groups and refugees and migrants were reported on Lesvos while other individual racially motivated attacks have been reported on the island. Overcrowding on the Aegean islands during summer has increased the impact of xenophobic discourse.

11 Paragraph 3 of Article 79 of the Criminal Code, see Legislationonline.
12 The National Council held its inaugural session in May 2016
13 RVRN Report 2017, p. 12-15 (attack against a staff member of Arsis on Samos island and against one of the attorneys that represented the civil claimant in the trial of Golden Dawn).
14 RVRN Report 2017 p. 16

**6 June 2018** Agreement on inter-agency co-operation on addressing racist crimes in Greece is signed by: Ministry of Justice, Transparency and Human Rights, Ministry of Interior, President of the Supreme Court of Greece, Prosecutor of the Supreme Court of Greece, Ministry of Health, Ministry of Migration Policy, National School of Judges, Racist Violence Recording Network, National Point of Contact of OSCE/ ODIHR on Racist Crimes for Greece.

**12 December 2018** The Deputy Supreme Court Prosecutor issues circular 5/18 on data related to hate crimes. Prosecutors are requested nationwide to identify files of hate crimes by the letter RV (racist violence) and to submit twice a year (June and December) data on the file cases they have prepared on hate crimes and hate speech cases; the templates to be submitted include data on the number of the case and the date of submission to the prosecutor by the police, the date of the criminal complaint lodged by the victim (if applicable), the initial letter of the perpetrator's surname, name and their nationality, the orders of preliminary investigations, the acts prosecuted, order for hearing, number of adjournments of trials, court's decision and the penalty, information on the appeals (if submitted), the course of the case. The circular provides information on definitions and bias indicators.

**February 2019** The Rosa Luxembourg Foundation, **Office in Greece, and HumanRights360 launch** X Them Out! **A black map of Athens,** a street campaign, marking the scenes of racist attacks, designed with the aim of pinpointing and highlighting the unseen hate crimes committed in the public space.

# The journey of a hate crime

Using the workshop methodology described in the Methodology section of the European Report, around 100 people across the 6 countries taking part in this research contributed to creating a victim-focused, multi-agency picture about what information is and should be captured as a hate crime case journeys through the criminal justice system from reporting to investigation, prosecution and sentencing, and the key stakeholders involved.[15]

The *Journey* graphic conveys the shared knowledge and experience generated from this exercise. From the legal perspective, it confirms the core problem articulated by Schweppe, Haynes and Walters (2018) where, 'rather than the hate element being communicated forward and impacting the investigation, prosecution and sentencing of the case, it is often "disappeared" or "filtered out" from the process.'[16,17] It also conveys the complex set of experiences, duties, factors and stakeholders that come into play in efforts to evidence and map the victim experience through key points of reporting, recording and data collection. The police officer, prosecutor, judge and CSO support worker are shown as each being essential to capturing and acting on key information about the victim experience of hate, hostility and bias crime, and their safety and support needs. International norms and standards[18] are the basis for key questions about what information and data is and should be captured.

The reasons why victims do not engage with the police and the criminal justice process are conveyed along with the potential loneliness and confusion of those who do. The professional perspective and attitude of criminal justice professionals that are necessary for a successful journey are presented.[19] NGOs are shown as an essential, if fragile, 'safety net', which is a source of information and support to victims across the system, and plays a role in bringing evidence of bias motivation to the attention of the police and the prosecution service.

15 See Methodology section of the European Report for further detail
16 *Schweppe* et al (2018) p. 67.
17 The extent of this 'disappearing' varied across national contexts, and is detailed in national reports.
18 See Standards Document
19 Based on interviews with individual 'change agents' from across these perspectives during the research.

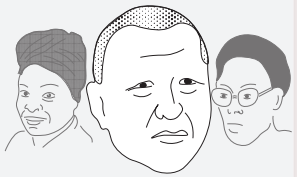
The *Journey* communicates the *normative idea* that hate crime recording and data collection starts with a victim reporting an incident, and should be followed by a case progressing through the set stages of investigation, prosecution and sentencing, determined by a national criminal justice *process*, during which crucial data about bias, safety and security should be captured, used and published by key stakeholders. The graphic also illustrates the *reality* that victims do not want to report, key information about bias indicators and evidence and victims' safety and support needs is missed or falls through the cracks created by technical limitations, and institutional boundaries and incompatibilities. It is also clear that CSOs play a central yet under-valued and under-resourced role.

As with most contexts, there is serious under-reporting of hate crimes to the police and to NGOs in Greece. There are also gaps in provision, support and information for victims, leading to drop out and poor outcomes. These points are addressed in more detail when we look at Greece's 'system' of hate crime recording and data collection below.

# JOURNEY OF A HATE CRIME CASE

WWW.FACINGFACTSONLINE.EU

“This is the fifth time it has happened, I must report it but... will I be believed?’



“They’ll find out I don’t have the right papers ... I can’t risk being deported.’

“Last time the police didn't record that I was attacked because I’m gay. How do I know that I’ll be kept safe and it won’t happen again?’

## INVESTIGATION

‘It is our duty to keep people safe and fully investigate every aspect of the incident.’

Do police record:
- Type of potential hate crime?
- Bias indicators and victim perception?
- Victim support and safety needs?

Is this information passed to the prosecution?

## PROSECUTION

‘Where there is evidence of bias motivation, it is our duty to bring it to the court's attention.’

Do prosecutors record:
- Type of hate crime?
- Evidence of bias and victim perception?
- Victim support and safety needs at court (and beyond)?

Is this information presented to the court?

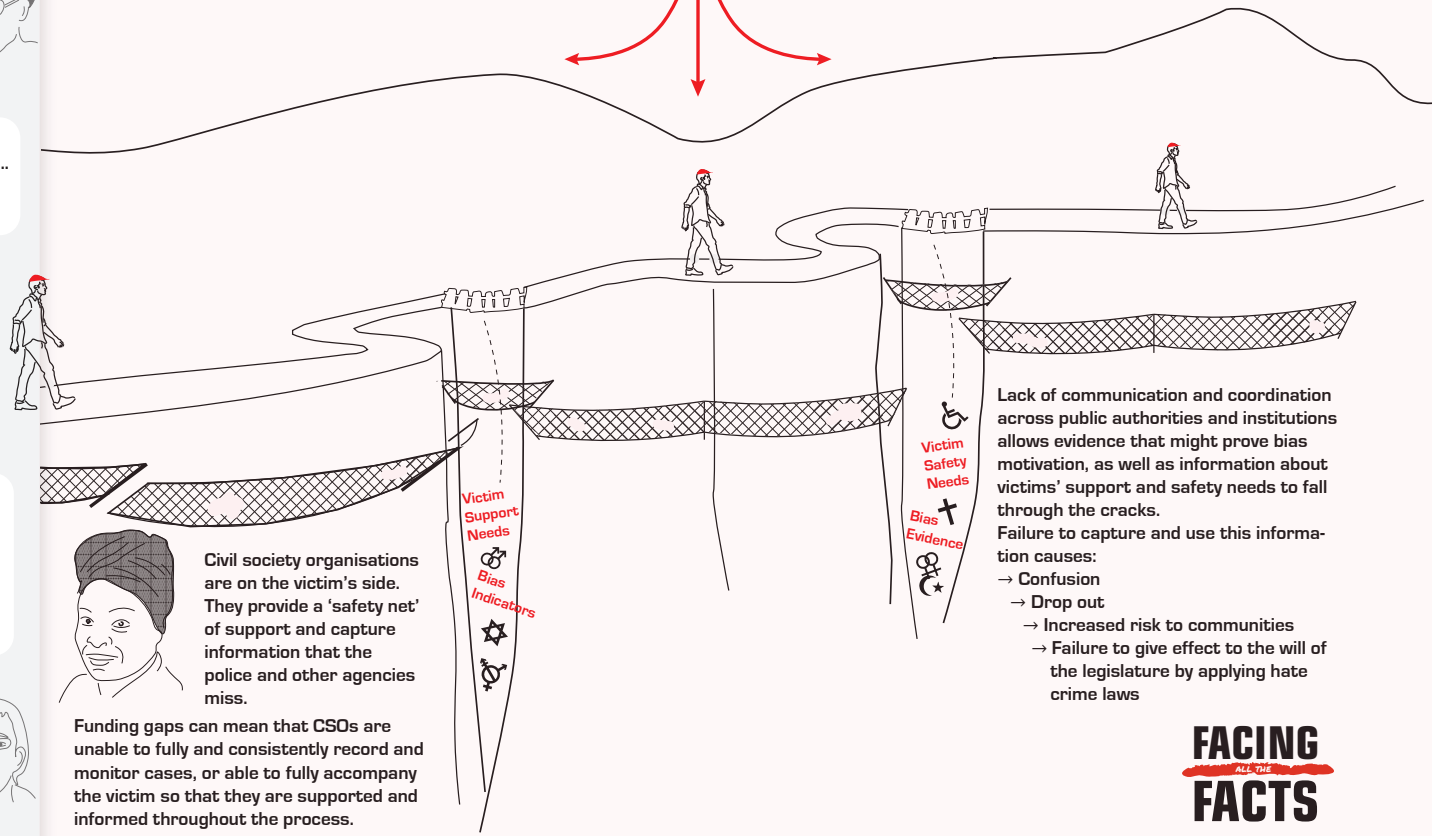
## SENTENCING

‘Parliament has passed our hate crime laws. Where the case is proven, we must apply them.’

Does the court record:
- Whether hate crime law was applied?
- Victim support and safety needs at court (and beyond)?

Is this information communicated to the public?

## SUPPORT, SAFETY, COMMUNICATION & JUSTICE






Civil society organisations are on the victim’s side. They provide a ‘safety net’ of support and capture information that the police and other agencies miss.

Funding gaps can mean that CSOs are unable to fully and consistently record and monitor cases, or able to fully accompany the victim so that they are supported and informed throughout the process.

Lack of communication and coordination across public authorities and institutions allows evidence that might prove bias motivation, as well as information about victims’ support and safety needs to fall through the cracks.
Failure to capture and use this information causes:
→ Confusion
→ Drop out
→ Increased risk to communities
→ Failure to give effect to the will of the legislature by applying hate crime laws

FACING ALL THE FACTS

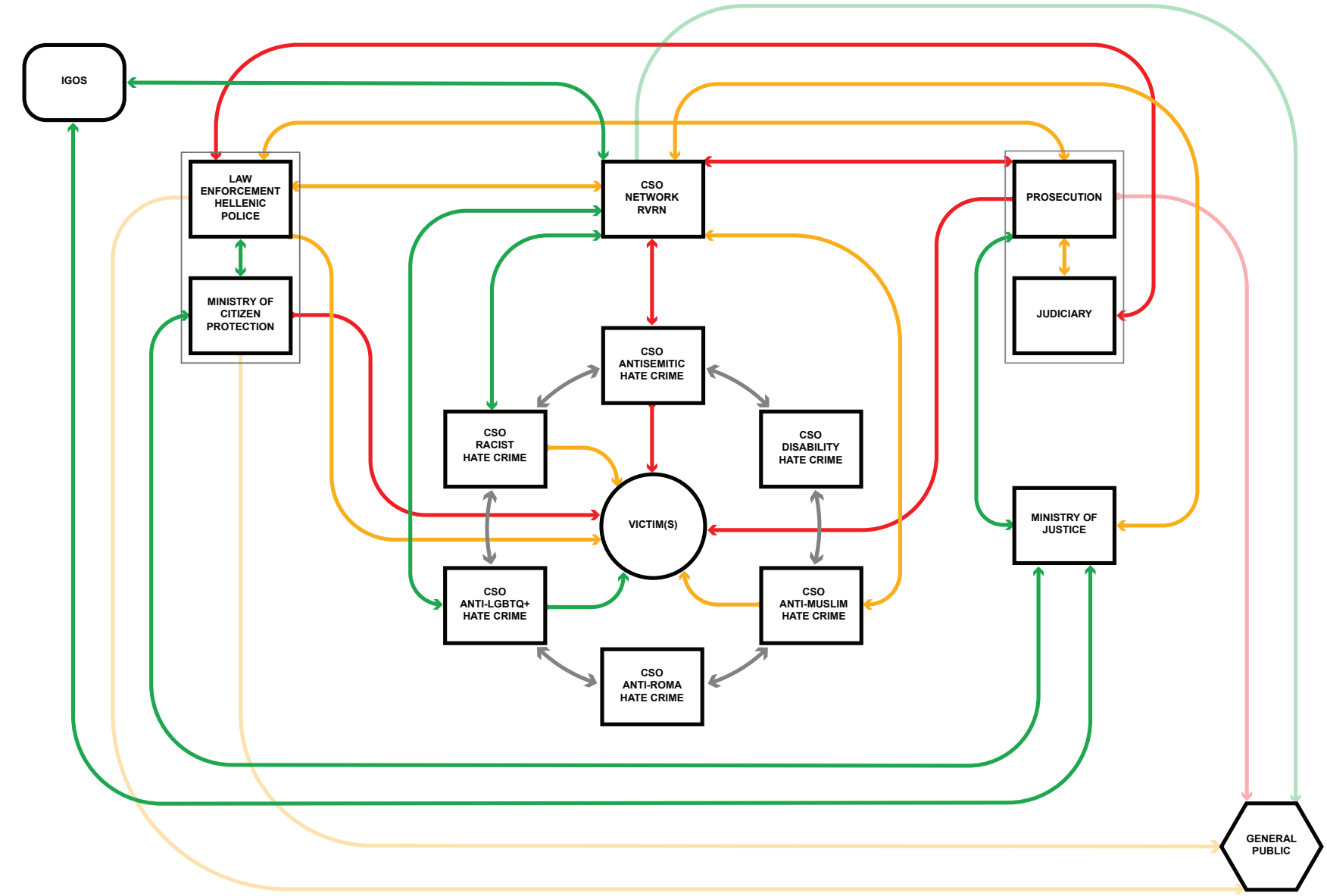
# Mapping the hate crime recording and data collection 'system' in Greece

The 'linear' criminal justice *process* presented in the *Journey* graphic is shaped by a broader *system* of connections and relationships. Extensive work and continuous consultation produced a victim-focused framework and methodology, based on an explicit list of international norms and standards that seeks to support an inclusive and victim-focused assessment of the national situation, based on a concept of *relationships*. It integrates a consideration of evidence of CSO-public authority cooperation on hate crime recording and data collection as well as evidence relating to the quality of CSO efforts to directly record and monitor hate crimes against the communities they support and represent.[20] In this way it aims to go beyond, yet complement existing approaches such as OSCE-ODIHR's Key Observations framework and its INFAHCT Programme.[21] The *systems* map also serves as a tool to support all stakeholders in a workshop or other interactive setting to co-describe current hate crime recording and data collection systems; co-diagnose its strengths and weaknesses and co-prioritise actions for improvement.[22]

The systems maps should be studied with reference to the self-assessment framework, which provides a detailed explanation for the colour coded relationships. If the map is being viewed online, these explanatory notes can be accessed by clicking on the '+' icons.

***Follow the link to use the online, full-screen interactive version of Greece's systems map.***

20 For a full description of the main stakeholders included in national assessments, and how the self-assessment framework relates to the 'systems map', see the Methodology section of the European Report.
21 ODIHR Key Observations, http://hatecrime.osce.org/sites/default/files/documents/Website/Key%20Observations/KeyObservations-20140417.pdf; this methodology could also be incorporated in the framework of INFAHCT self-assessment, as described on pp. 22-23 here: https://www.osce.org/odihr/INFAHCT?download=true
22 See Methodology section of the European Report for instructions.




Evidence of relationships and overall commentary

Good relationship: effective framework and action, with room for improvement.

Adequate relationship: limited framework and action.

Poor relationship: inadequate framework and action.

CSOs (should be) networked for effective advocacy and to serve intersectionality

Responsibility for framework and action flows from public authorities and CSOs to the victim(s) and the general public, not the other way around.

Faded arrows to the 'general public' represent the point that while the 'public' forms the background and context of the national 'system', it should be represented as a specific stakeholder in it.

# Overview and Commentary

The quality of connections and relationships across Greece's hate crime reporting and recording system is mixed. The Racist Violence Recording Network has been the central 'engine' for efforts to make hate crime visible. It has the strongest connections across groups affected by hate crime as well as to those government ministries and agencies with strategic and operational responsibilities in this area. However, in the absence of an implemented strategic framework, the connections across the system between the police and victims, the prosecution service and relevant government ministries are relatively weak. Recent developments on the establishment of a strategic inter-agency working group, and planned trainings for the prosecution and judicial authorities are encouraging and show significant promise for a step-change in national frameworks and action.[23] The recommendations section below suggests how to support these potentially significant achievements.

The map illustrates the tendency for public authorities to share data and information about hate crime with third parties at the international level (e.g. The European Commission, the European Agency for Fundamental Rights and The Organisation for Security and Cooperation in Europe's Office for Democratic Institutions and Human Rights) as opposed to proactively and independently publishing and disseminating data and information to the Greek public.

As in other countries, people experiencing anti- Roma and anti- disability hate crime are particularly under-served by all those involved in hate crime monitoring and data collection.

23 See above timeline and systems map

# National historical context

The next sections give context to the 'systems map' and 'journey of a hate crime case'. They present themes gathered through the 'connecting on hate crime data' workshops, desk research and interviews with change agents at the centre of efforts to progress Greece's work on understanding and addressing hate crime.

One interviewee pointed to the fact that in Greece, as in several countries, hate crime was 'assimilated in society' before the escalation in violence in 2011 made the problem impossible to ignore.[24] Civil society and public authorities responded to the situation, from different starting points. On the one hand, the Network conceptualised the escalation in violence as a human rights issue of refugee and victim protection, from both organised and 'ordinary' perpetrators. On the other, the pattern of responses by the police and Greek institutions suggests that the problem was perceived as one of public order and almost entirely related to the actions of extremist groups. The complementarity and conflict in these approaches might partly explain later (in)action at the national level to take a victim-focused approach to recording and responding to hate crime in Greece.

While the country faces many challenges in the area of hate crime recording and responses, one interviewee captured the general feeling among those at the centre of these efforts: 'There has been progress; we are not at step one'[25]. The setting up of the RVRN and an increased quality of police-CSO cooperation in monitoring and responding to hate crime described in this report are some examples of the progress achieved.

However, even this limited progress has been uneven and in one interviewee's words, 'a constant challenge'. As illustrated in the systems map above, the Network is the engine forming connections across responsible actors and sectors. Until very recently, the enduring challenge had been to secure the basis of a systematic and strategic approach to the problem that spans all responsible actors across public institutions and is underpinned by political leadership. In June 2018, a landmark Agreement on inter-agency co-operation on addressing racist crimes in Greece was signed by all relevant ministries and a working group was established including representation from the Racist Violence Recording Network.

24 Interviewee two
25 Interviewee one

# Police-Civil Society connection on hate crime recording and monitoring. A process of cooperation.

While police and NGO interviewees and workshop participants acknowledged that police and NGOs hold 'negative stereotypes on both sides' that can present barriers to cooperation, it is clear that the Network as a whole and its individual members have built positive relationships with the police at the working level. As explained by one interviewee,

> 'Building relationships is a challenge and it is very rewarding when this happens because many things can be solved especially at the working level. It is very important for the police to know what [are] the nearest NGOs that can support a case and to be able to call them saying, 'look I need some help and can you help in this incident'. The police get help and they show that they are doing the work. It's a win-win situation basically'.[26]

The same interviewee made the connected point: 'Some police have expressed their concern about why all of the network incidents don't go to the police. This shows an interest. An interest because they want to show that they want to do their work.'

Another interviewee pointed to the practical, 'on the ground' actions that contribute to institutionalising positive relationships: 'You don't want to [only] knock on open doors. You need to find closed doors and to do that you need to make the practical argument: I am here to make *our* lives easier'.[27] The same interviewee pointed to the importance of taking up the challenge of training police who really need it and are not 'on our side'.

One interviewee pointed to the energy that CSOs often need to invest in these relationships, while drawing on limited resources '[sometimes we] have to prove that we are reliable, and this takes energy'.[28] Another interviewee pointed to the tension inherent in recording hate crimes that are perpetrated by the police, 'keeping them in the spotlight as perpetrators but at the same time … also trying to cooperate with them'.[29]

26 Interviewee three
27 Interviewee two
28 Interviewee one
29 Interviewee two

It was generally agreed that the establishment of the specialist racist hate crime unit within the police was a very positive move that allows a 'concrete' contact point within the police and represented the first effort by the state to provide an effective institutionalised response to hate crime.[30] One interviewee reflected that at its inception, the unit was 'weak' and staffed by people who 'didn't want to be there', however its expertise and commitment has grown as the problem and need for action has become clearer, in no small part as a result of efforts of the Network.[31]

The police lead on hate crime data reflected that the current network of specialist police units could be strengthened through regular meetings,

> 'What would be needed is that all of us (the 70 services and HQ) dealing with racist crime meet inside the police once a year to exchange views, to assess what we do. Communication becomes difficult as policemen have other issues to deal with as well.'[32]

# The bigger picture: connecting the 'bubbles'

One interviewee painted a vivid picture of the current strategic situation in Greece,

> 'At the moment, within the Greek administration there are people, or individuals, bubbles of people, bubbles of knowledge, but sometimes these are not linked or even if they are linked at the working level, for some of these issues to actually progress you need also the higher level. There is enormous work that can be done from the bottom up, but not everything. For more sophisticated systems of coordination to be set up then you need the political will at the higher level. Otherwise you just have people exchanging emails and excel sheets when you need a database to connect data recorded by civil society, police, judiciary; and you need an authority to produce comparative analysis of this data. There are things that can be done in terms of the human aspect. We can promote further communication and coordination and the network has played a crucial role in liaising [with] all these bubbles, but we cannot do everything.'[33]

30 Interviewee five
31 Interviewee two
32 Interviewee four
33 Interviewee three

Overall, interviewees acknowledged that Greece and Athens in particular has developed in-depth expertise on hate crime, including CSO staff, many police officers and several public officials in other agencies and institutions. Applying the 'bubbles' concept to this situation, it is clear that without connection and support, there is the potential for these individuals to become overwhelmed with the scale and complexity of the challenges that they face. Interviewee five pointed out that it is important to support experts, wherever they are based, to transfer knowledge to others and for them to receive some recognition for their work. Ideas on the nature of this potential support are explored in the recommendations below and the European report.

Other interviewees echoed interviewee three's observation above, 'Where is [official data], who is doing it, where is it kept, who is making the analysis…when are we to find data regarding how many hate crimes were recognised, reports, court, convictions, follow up? It's darkness'. The same interviewee pointed to the need for a central mechanism, 'to monitor all this valuable data that gets lost'.[34]

There is a potential to deepen connections across the Network and police in the first instance to build a more complete picture of the nature and prevalence of hate crime in Greece, its effect on victims and what helps to support them. Police and members of the network could benefit from coming together to share hate crime recording methods, including categories and 'evidential' requirements and identify possible points of connection between and among data sources. Where possible, elements of data can be brought together to paint a more informative picture, while protecting victim confidentiality and the independence of all sides.

At the political level, the situation is more challenging. One interviewee powerfully explained how a lack of political will, 'for the most basic things' can seriously undermine the confidence of everyone working in this field. Citing the fact that it took a year to find a courtroom to deal with the Golden Dawn trial, she pointed out that this gives the wrong message to the judge, 'When they see that we have the biggest trial of the millennium and see that the state is looking at it as any other trial, then what is the message that [the judges] get?'.[35] There is potential for the recently established working group overseeing the implementation of the interagency protocol to provide the framework, focus and resources that are needed to progress on the issues identified here.

34 Interviewee one
35 Interviewee two

# The Racist Violence Recording Network in Focus

The Racist Violence Recording Network has revealed the nature of contemporary targeted violence in Greece. The victim's experience was made undeniable through the Network's robust methodology, and made legitimate through the strategic and institutional backing of powerful coordinating partners. It connected diverse stakeholders at the local, national and international levels to evidence the problem of hate crime and the quality of and gaps in responses to it. As such it deserves particular examination and focus.

## *The Network's recording methodology*

The Network's members are united by a transparent methodology, which is based on direct testimony from victims. In this sense, members are 'on the same page' when recording incidents, while also being free to fulfil their own diverse missions to meet the medical, legal, housing and even nutritional needs of their users.

The Network is the 'link between the grass roots and the state'. As one interviewee pointed out, 'at some point these "poles" had to start talking to each other.[36] As time progressed, the Network was recognised by public authorities, IGOs, the media and politicians alike as the main source of information for racist, homophobic and transphobic attacks in Greece. Institutional backing from UNHCR and the National Commission for Human Rights was essential to secure the legitimacy of its data.[37]

Further, conceptualising racist violence in Greece as an issue of refugee protection allowed UNHCR to take a leading role and to commit resources to a service that didn't discriminate on the grounds of migration or legal status.

## *The network's story[38]*

The network was created during a terrible time yet with a strong and unifying sense of urgency and the benefit of particularly inspirational change agents in the form of the Head of the Greek Commission for Human Rights and the Head of UNHCR Greece.

Daphne Kapatenaki from UNHCR, Greece was involved in the early work to set up the Racist Violence Recording Network,

36 Interviewee two
37 As interviewee one pointed out, 'We all know that data coming from grassroots orgs is very often challenged by public agencies. Sometimes for valid reasons, because of the lack of reliable methodology of some NGOs.'
38 This case study has also been included in the Facing Facts Online Decision Makers course. See facingfactsonline.eu for more.

> '...initially we thought it was a pilot, just to see what was happening, but then we realised that there was huge gap. We were learning ourselves. We realised that the country didn't have national data, that the country was reporting to international organisations that there were only 1 to 2 incidents [recorded] per year. We realised there were gaps in various administrations. We realised that there was a real need from the ground. The Network's added value is that it is the only opportunity for the victims' voice to be heard even at the higher level. So the voices of the victim are recorded by grassroots organisations that come into contact with these orgs. This is reflected in their annual report. The trends and the different qualitative nature of the attacks is registered. It is used by all kinds of institutions, national institutions and at the EU level to highlight the phenomenon of racist violence in Greece.... The response of the authorities was disproportionately poor relating to what is happening and even recorded by journalists. We spent a couple of years where crimes were coming to the surface by the NGOs, but still delayed response by the competent authorities.'

Recalling the beginnings of the Network, Daphne interviewee identified the murder of Kantaris on 10 May 2011, as prompting and unravelling the cycle of violence in Athens.[39]

> 'It moved and shocked us and made us realise that we need to do something. Even if recording is the only thing that we can do, let's do that. Back then we didn't feel that recording was going to change the whole narrative. Because when you are faced with such enormous issues, all this violence, you feel that okay I am going to record and then what? Which is exactly what victims feel, by the way. Sometimes they don't have the energy to report, because they feel that they won't get justice so what's the point."

Here the 'drop in the ocean' of recording incidents, is set against the accepted imperative to do what one can to make the problem visible.

Another interviewee explained the importance of 'being ready' with information when there is a political shift towards listening to the Network's advocacy,

> 'The network realised that when the climate for the discussion was more open, then the network provided this valid and serious dressing of the data. Because you have on the one hand parts of the state that don't want to hear (some want to hear, some don't want to hear), and then you also have groups of people who are in solidarity. When the state says, okay I have had enough of your nagging, show me your data, then you provide data that nobody can say okay this is an exaggeration, okay this never happened... You

39 Interviewee three

> present data in a way that they cannot ignore it. You don't want to substitute what is happening in grassroots. You want to make the link between the grassroots and the state. If you want civic and institutional change, then at some point these two 'poles' have to talk to each other and the network [is] the intermediator between them….'I think that the network was very good at catching this momentum'.

It is probably most accurate to say that the Network was ready to influence and 'catch the momentum' when political awareness of the problem changed and when political leaders and law enforcement agencies needed to be seen to be doing something. This research found that the influence of the network's evidence is visible in the decision to set up specific police units, the revision of national hate crime laws and informing the court during the sentencing of Shehzad Luqman's murder as a hate crime. One interviewee recalled drawing on the expertise of the Network's members to provide expert input into the Luqman case: 'It just felt so rewarding, all this work was not without purpose. Suddenly the work of the network went to another level.'[40]

The Network's influence can also be evidenced by the significant increase in the number of hate crimes registered by the State. For example, in 2012 one hate crime was reported by the Greek authorities to ODIHR for inclusion in their annual hate crime report. In 2013, the number jumped to 109 hate crimes (the Network published its first full report at the end of 2012). One interviewee emphasized the broader context, 'You cannot say that it was the network that changed everything. Because if it is so easy, you wouldn't need a network, because at the same time, shouldn't be pessimistic, because it is all things together that led to the change, not one thing or the other thing'.[41]

The impact of the network was acknowledged by a police representative:

> 'The Network has helped in highlighting the need for recording and improving systems for the recording of data concerning racist crimes, it has highlighted problems in police training, and it has contributed in raising awareness among policemen so that they can be more specifically trained in racist crimes. Of course, given that it operates as a "monitoring-observatory" it does create some negative bias, but when criticism is well-meant, it helps us set our shortcomings straight. The overall impression of the police (and its leadership) is that the Network's efforts are in the same direction as ours, in better addressing racist crime through services that support the victims, through training, through cooperation with institutions (the National Council against Racism and Intolerance). The police is not detached from society, therefore the Network as a part of society is our interlocutor.'

40 Interviewee three
41 Interviewee two

The journey from almost complete invisibility of hate crime as a social problem in Greece to an acceptance of the Network's central role as a documenter of this violence and a key ally of the police has been long but powerful. There is an opportunity for the Network and public authorities to further consolidate and build on their current relationships for more systematic input into training and information sharing about the changing problem of hate crime in the country.

There are some specific challenges facing the network during this time of constant change in Greece, which are highlighted in the systems map and will be addressed further in the recommendations. In brief they are as follows:

- the focus on in-person recording on violent incidents might increase the chance that 'low level' incidents are missed. It is also more difficult to capture incidents against victims in transit, who are less inclined to report in-person to network members;
- the constant strain on resources means that NGOs have to choose to provide basic services such as ensuring food and shelter and referrals to health services, instead of investing the time it takes to record hate incidents; and
- the spread of hate incidents to Greece's many islands presents challenges for Network members in terms of training and their capacity to record and monitoring hate crimes and provide support to victims.

A pervasive theme affecting all organisations, agencies and institutions with responsibilities to monitor and respond to hate crime is the dearth of resources:

> 'So we all know that when you are working without a dedicated project, this work is done on top of their activities. Very few managed to get dedicated funds to run projects responding to hate crimes. When you don't have these dedicated projects and you have an emergency, it goes without saying that the NGOs will focus on the basic needs of the refugees. So we believe that there were incidents that were not recorded by NGOs in this context.'[42]

42 Interviewee three

### *The impact of the refugee crisis/ emergency*

On 18 March 2016, the EU-Turkey statement agreeing that all new irregular migrants crossing from Turkey into Greek islands as from 20 March 2016 to be returned to Turkey adds another dimension:

> 'there are more people staying on the Greek islands for longer periods of time. So together with the EU-Turkey statement, there are also national procedures by the asylum services about this is to be implemented. It means having asylum seekers for lengthy periods, people feeling stranded in the islands, reception conditions are exhausted or not appropriate and this has created fruitful ground for another type of racist sentiment to develop, to evolve and to continue as we speak. It is a very worrying phenomenon. It has all the elements causing alarm to us, we are very closely monitoring the situation at the moment on the islands. There were very violent incidents in the islands, for example in Leros. It is also linked to national policies dealing with asylum and migration so that's a new context that we need to take into consideration and adapt our work.'[43]

# Recommendations

Following the adoption of the Agreement on inter-agency co-operation on addressing racist crimes in Greece, there is an opportunity to build on the significant progress achieved on hate crime reporting and recording outlined in this report. The recommendations below suggest concrete steps that can be taken by all stakeholders.

**Recommendation 1:** Agree and establish continuous channels of communication between the Hellenic Police and the Network. The interagency protocol only commits the Greek authorities to 'compare' its data with those of the Network. Bearing in mind the high quality of the Network's data, there is an opportunity for deeper and more effective cooperation. Actions to consider include:

- Set up a process for data sharing with victim confidentiality and protection at its heart. A first step could be to arrange a workshop during which RVRN members, police officers and statisticians share the detail of their hate crime recording processes and identify connection points – that allow for comparing incidents, taking into account the necessary steps to protect victim confidentiality and the professional and organisational independence of all involved.[44]

43 Interviewee three
44 For further details on how to set up information-sharing protocols, see the main European report.

- Agree a memorandum of understanding on regular cooperation on training, including through the OSCE-ODIHR TAHCLE and PAHCT programmes.
- Introduce twice-yearly meetings of all 70 specialist police units to strengthen cooperation and connection across the country

**Recommendation 2:** Secure a victim focus in the work of the National Council against Racism and Intolerance and the recently established working group on hate crime. For example, a sub-group could consider what steps each member of the group can take to ensure that obligations under the Victims' Directive are fully discharged and to take steps to design and carry out a national victimisation survey, which would add to the national knowledge on the prevalence of hate crime in Greece.

**Recommendation 3:** Support dangerously stretched and exhausted support NGOs to continue recording and monitoring along with their other duties.

Recognise that current priorities are to support the activities of those NGOs that can evidence effective monitoring and victim support. Consider supporting work that explores how to better meet the needs of people targeted by disability hate crime and by anti-Roma hate crime.

**Recommendation 4:** UNHCR offices in other countries that have seen an increase in racist crime threatening the protection of refugees and hindering efforts for integration of refugees should consider a stronger role in supporting coalitions to monitor and address hate crimes. In so doing, they should draw on the significant expertise and knowledge of UNHCR, Greece.

**Recommendation 5:** In order to broaden the reach and effectiveness of the Network, it should consider:

- augmenting its current recording model to include online reporting, allowing for 'low level' incidents to be recorded in several languages;
- identifying actions that improve training and support in islands where there has been an increase in racist violence.

**Recommendation 6:** Government ministries, agencies and institutions should take steps to publish all available hate crime data and make it easily accessible to the general public.

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# Facing all the Facts:
# Self-assessment grid on hate crime recording and data collection, framed by international norms and standards – GREECE

This document sets out the evidence that can be used to understand and describe current strengths and weaknesses across the relationships that form national hate crime recording and data collection systems.[1] It aims to build on and complement existing approaches such as OSCE-ODIHR's Key Observations framework and its INFAHCT Programme.[2] Guidance that relates to what evidence can be captured, used and published by public authorities is based on a list of standards which is provided as a separate document. This framework seeks to support an inclusive and victim-focused assessment of the national situation, based on a concept of *relationships*. It integrates a consideration of evidence of CSO-public authority cooperation on hate crime recording and data collection as well as evidence relating to the quality of CSO efforts to directly record and monitor hate crimes against the communities they support and represent.[3]

Table one sets out the general approach to self-assessment and the main relationships in the 'system'. Table two provides the country-based description. It is important to note that there can be many different agencies playing some kind of role in recording and data collection within one country, especially in federalised systems. Where possible, it is important to capture this complexity. For the purposes of this project, the focus is at the national level. Where there is information about significant regional differences within a country, this is highlighted. There can also be significant variations in the legal procedure that governs how cases progress from the investigation to prosecution stages across different jurisdictions. For example, cases can be directly reported to prosecutors as opposed to law enforcement; some cases are prosecuted by law enforcement, not prosecutors. Again, this methodology aims to reflect this complexity, however it remains a 'work in progress', amendable at the national level post-publication. For a full consideration of the limitations of this framework, see the Methodology Report.

[1] See methodology report for more on the concept of 'systems'.
[2] ODIHR Key Observations, http://hatecrime.osce.org/sites/default/files/documents/Website/Key%20Observations/KeyObservations-20140417.pdf; this methodology
[2] ODIHR Key Observations, http://hatecrime.osce.org/sites/default/files/documents/Website/Key%20Observations/KeyObservations-20140417.pdf; this methodology
could also be incorporated in the framework of INFAHCT self-assessment, as described on pp. 22-23 here: https://www.osce.org/odihr/INFAHCT?download=true
[3] For a full description of the main stakeholders included in national assessments, and how the self-assessment framework relates to the 'systems map', see the Methodology Report, Part II.

## Table one: Self-assessments: general approach

| **Relationship** | **Evidence used to describe relationships**<br>Two main categories of evidence are applied based on referenced international norms and standards. | | **Score** |
|---|---|---|---|
| | Framework | Action | |
| The main relationships are identified across the system:<br>**Law-enforcement** – prosecution; judiciary; Ministry of Interior<br>**Prosecution** – Judiciary, Ministry of Justice<br>**Ministries -** Ministries (e.g. MoI-MoJ, etc.)<br>**Victim** - law enforcement; prosecution, ministries; CSOs<br>**General public** – law enforcement; Ministry(ies), prosecution; CSOs<br>**CSOs** – law enforcement; prosecution; ministries, other CSOs.<br>**IGO** – ministry(ies); CSOs<br>Further background information about existing IGO frameworks and actions is provided in the accompanying standards document.<br><br>Other bodies and ministries are also relevant, including equality bodies and non-criminal justice agencies and ministries. These are included where relevant in national reports. | Technical frameworks allow for recording and data collection<br><br>Policy frameworks allow information to be shared across the system.<br><br>The most active and responsible ministries produce a policy framework that gives the police and other agencies the technical capacity to identify, record and act on hate crime data. If a government ministry hasn't developed an inter-departmental framework to allow for police to record all bias motivations or led the process to develop joint guidelines on recording and data collection, the police are limited in how they can relate to victims in this area. | Evidence that the frameworks are used – data is recorded, shared, collected, published and information is acted upon to develop policy and improve responses.<br><br>The 'frontline', whether investigators, prosecutors or CSOs are the ones that 'give life' to, or are limited by, existing policy frameworks. | Each relationship is given a score of 0-3 for:<br>1. 'framework'<br>2. 'action'<br>An overall score of 5-6= green; 3-4 = amber; 0-2 = red.<br><br>Green = Good relationship. Effective framework and action, with room for improvement.<br><br>Amber = Adequate relationship. Relatively limited framework and action.<br><br>Red= Poor relationship. Very limited framework and action. |

## Specific relationships and criteria

**Commentary**

The quality of connections and relationships across Greece's hate crime reporting and recording system is mixed. As set out in the main report, the Racist Violence Recording Network has been the central 'engine' for efforts to make hate crime visible. It has the strongest connections across groups affected by hate crime as well as to those government ministries and agencies with strategic and operational responsibilities in this area. However, in the absence of an implemented strategic framework, the connections across the system between the police and victims, the prosecution service and relevant government ministries are relatively weak. Recent developments on the establishment of a strategic inter-agency working group, and planned trainings for the prosecution and judicial authorities are encouraging and show significant promise for a step-change in national frameworks and action. The recommendations section suggest how to support these potentially significant achievements.

The map illustrates the tendency for public authorities to share data and information about hate crime with third parties at the international level (e.g. The European Commission, the European Agency for Fundamental Rights and The Organisation for Security and Cooperation in Europe's Office for Democratic Institutions and Human Rights) as opposed to proactively and independently publishing and disseminating data and information to the Greek public.

As in other countries, people experiencing anti- Roma and anti- disability hate crime are particularly underserved by all those involved in hate crime monitoring and data collection.

| **Relationship** | **Evidence: this column sets out the evidence that is considered when describing a relationship as 'red', 'amber' or 'green' (See table one)**<br>(Refer to end note for relevant international norm/standard) | **Score**<br><br>Framework:<br>Action:<br>Total: |
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| | **Framework** | **Action** | |
| **Law enforcement, Hellenic Police – Public Prosecutor's Office** | *Relevant norm/standard:*<br>Law enforcement are able to comprehensively record hate crimes, including bias indicators and specifically flag bias motivations and crime types (Standards 1,2,3,4)<br><br>Law enforcement are able to record information about victim support and safety. (Standard 5)<br><br>The prosecution service is able to record information sent to them by the police about bias motivations and crime type (Standard 4) and relevant information about victim support and safety (Standard 5)<br><br>The two bodies are members of a policy and technical framework to record and share data about bias indicators, crime types and victim support/safety needs (Standard 8; Standard 9) | *Relevant norm/standard:*<br>Realistic data is produced by the system (very low numbers indicate an unrealistic measure of hate crime prevalence) (Standards 6 and 7).<br><br>Data is shared systematically between the police and prosecution service to progress individual cases, including meeting victim's safety needs, and to review issues in performance.<br><br>Law enforcement and prosecution service meet regularly, to review progress and share information and/or take part in joint training. | **Framework: 3**<br><br>**Action: 1**<br><br>**Colour: amber** |
| | *Description of national situation:*<br>The Hellenic Police has established two departments for countering racist violence in the Sub-divisions of State Security of Athens and Thessaloniki and 68 Offices against Racist Violence in the country whose main competence is to investigate racist (hate) crimes. Both in these offices and in all the police | *Description of national situation*<br><br>It is difficult to assess whether realistic data is produced by the system, because much of it is not in the public domain at the national level.<br><br>According to ODIHR's hate crime reporting for 2017, | |

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| | departments of the country, the police officers use the same, unified, electronic system (Police online internal network) for recording crimes. Especially for the recording of hate crimes, a Circular Order issued by the Chief of the Hellenic Police in 2014 supplements the general recording instructions. All necessary data for each case (crime, offence, etc.) are inserted, including the place, time, legal characterization of the offense, the characteristics of the perpetrator, the victim's identity, the description of the incident and the administrative and procedural actions that have taken place.<br><br>The system provides an option for racist crimes that has to be answered (Racially motivated crime? Yes/No). If the answer is "Yes", a second file is opened for choosing the racist motivation (race, colour, religion, national or ethnic origin, sexual orientation, gender identity, disability). At the same time, all crimes that have been characterized as racist crimes are recorded in a separate electronic database. The State Security Directorate analyses the data, extracted from the above mentioned database, and informs the Ministry of Justice, Transparency and Human Rights.<br><br>The recently signed 'Agreement on Inter-agency cooperation on addressing racist crimes in Greece' [insert link - https://www.osce.org/odihr/402260], includes the commitment to: ensure the protection of, and support for, | police-recorded hate crime increased three-fold in 2017 (from 40 in 2016 to 128 in 2017). Prosecution-recorded hate crime also significantly increased (from 6 to 46).<br><br>This is a welcome development, however, it is still likely that these numbers do not reflect the actual prevalence of hate crime in Greece.<br><br>With the joint protocol only recently established, it is too early to assess whether data is systematically and productively shared.<br><br>The two bodies meet regularly as agreed in the interagency agreement described above. One of the aims of the agreement is to share information and review progress. The recent significant increase in recorded crime by police and prosecution is very promising. It is too early to assess the degree of success in implementation of the framework. | |

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| | victims of racist crimes in cooperation with civil society organizations; ensure the respectful and sensitive treatment of racist crime victims throughout the criminal justice process; and, ensure the full enjoyment of all rights guaranteed in administrative and judicial procedures for the victims of racist crimes.<br><br>It is not clear what information can be gathered and used about risk and support needs.<br><br>The police and the Public Prosecution Offices, share a template for collecting hate crime data. This template indicates the number of cases that constitute a hate crime, the bias motivation, and feedback from the Public Prosecution Offices and courts about the prosecution and court decisions. Detailed information about the specific circumstances of the case is not always passed between the two agencies.<br><br>The Public Prosecutors' Offices record hate crimes on an individual case by case basis. When prosecutors receive a case from the police, after a citizen's complaint, or when they act ex officio, prosecutors use a specific code to indicate that the case is a hate crime investigation. This code follows the case until it is sent to the relevant court for adjudication. In a positive move, and as part of the ODIHR-led *Building a Comprehensive Criminal Justice project,* the Attorney General of the | | |

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| | Supreme Court adopted a protocol instructing prosecutors to flag hate crimes on a national level. The protocol also issues an order to establish hate crime prosecutors in all major prosecutorial offices in Greece.<br><br>The Hellenic police and the Office of the Supreme Court Prosecutor of Greece, along with other government departments are members of the National Council against Racism and Intolerance, which was established in 2015 partly in response to recommendations in ECRI's 2014 country report, which called for 'the creation of a Task Force to develop a comprehensive national strategy to combat racism and intolerance [including CSO representatives]' (see main report).<br><br>The Office of the Supreme Court Prosecutor of Greece is also members of a cross government working group that has recently adopted an 'Agreement on Inter-agency cooperation on addressing racist crimes in Greece' [insert link - https://www.osce.org/odihr/402260]. The agreement sets out recording and data collection obligations in detail. The police are represented by the Ministry of Citizen Protection.<br><br>Where cases are reported directly to the Prosecution Service, data is not always passed back to the police. | | |

| | Framework | Action | |
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| **Law enforcement, Hellenic Police – Judiciary, The Supreme Court of Greece** | *Relevant norm/standard:*<br><br>Law enforcement are able to comprehensively record hate crimes, including bias indicators and specifically flag bias motivations and crime types (Standards 1,2,3,4)<br><br>The courts have the facility to record sentencing information, including whether the hate element was considered and the outcome (Standard 7)<br><br>The two bodies are members of a policy and technical framework that allows cases to be traced from investigation to sentencing stages and to record and share data about victim safety and support needs (Standards 5, 8 and 9). | *Relevant norm/standard:*<br><br>Realistic data is produced by the system (very low numbers indicate hate crime laws are not being used). (Standards 6 and 7)<br><br>Emerging information is used – for example, meetings involving both parties discuss available data, problem-solve and identify actions. | **Framework:2**<br>**Action: 0**<br><br>**Colour: red** |
| | *Description of national situation:*<br><br>Both bodies share a template for collecting hate crime data. This template indicates the number of cases that constitute a hate crime, the bias motivation, and feedback from the Public Prosecution Offices and courts about the prosecution and court decisions. However, courts' data is added manually.<br><br>Both bodies are also members of a working group that has recently adopted an 'Agreement on Inter- | *Description of national situation:*<br><br>While 128 hate crimes were recorded by the police, only 6 sentenced crimes were recorded in 2017. This suggests that more action could be taken to raise awareness about the relevance and use of Greece's hate crime provisions.<br><br>The two bodies meet regularly as agreed in the interagency agreement described above. One of the aims of the agreement is to share information and review progress. Again, it is still early in the process | |

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| | agency cooperation on addressing racist crimes in Greece' [insert link - https://www.osce.org/odihr/402260], which sets out roles and responsibilities on hate crime recording and data collection. | to assess its success. | |
| | **Framework** | **Action** | |
| **Law enforcement, Hellenic Police – Ministry of Citizen Protection** | *Relevant norm/standard:*<br>Law enforcement are able to comprehensively record hate crimes, including bias indicators, and specifically flag bias motivations and crime types (Standards 1, 2, 3, 4)<br><br>Law enforcement are able to record information about victim support and safety (Standard 5)<br><br>This information can shared with the MoI or relevant ministry for data collection and analysis.<br><br>The two bodies are members of a policy and technical framework to record and share data about bias indicators, crime types and victim support/safety needs (Standards 8 and 9). | *Relevant norm/standard:*<br>Emerging information is used – for example, meetings involving both parties discuss available data, problem-solve and identify actions.<br><br>Realistic data is produced by the system (very low numbers indicate hate crime laws are not being used). (Standards 6 and 7) | **Framework: 3**<br>**Action: 2**<br><br>**Colour: green** |
| | *Description of national situation:*<br>See law enforcement-prosecution relationships for police recording procedure. The police record hate crimes in a separate electronic database, which is analysed by the Ministry of Citizen Protection. | *Description of national situation:*<br><br>Police figures have increased in recent months, which is a welcome development. There is no available evidence that the information has been used to review and revise police recording and responses. | |

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| | The recently signed 'Agreement on Inter-agency cooperation on addressing racist crimes in Greece' [insert link - https://www.osce.org/odihr/402260], includes the commitment to: ensure the protection of, and support for, victims of racist crimes in cooperation with civil society organizations; ensure the respectful and sensitive treatment of racist crime victims throughout the criminal justice process; and, ensure the full enjoyment of all rights guaranteed in administrative and judicial procedures for the victims of racist crimes.<br><br>It is not clear what information is gathered and used about risk and support needs. and victim support/safety needs.<br><br>The police headquarters are based in the Ministry of Citizen Protection and cooperate closely.<br><br>Information has been comprehensively shared between the two bodies for several years. The practice has been confirmed and enhanced by an 'Agreement on Inter-agency cooperation on addressing racist crimes in Greece' [insert link - https://www.osce.org/odihr/402260], which sets out roles and responsibilities on hate crime recording and data collection. | | |

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| | **Framework** | **Action** | |
| **Public Prosecutor's Office – Judiciary, Supreme Court of Greece** | *Relevant norm/standard:*<br>The prosecution service is able to record relevant information about evidence of bias and, where appropriate, systematically present this to the court (Standards 4 and 7).<br><br>There is the facility to record sentencing information, including whether the hate element was considered and the outcome (Standard 7)<br><br>The two bodies are members of a policy and technical framework to record and share data about bias indicators, crime types and victim support/safety needs. (Standards 8 and 9) | *Relevant norm/standard:*<br>Emerging information is used – for example, meetings involving both parties discuss available data, problem-solve and identify actions.<br><br>Realistic data is produced by the system (very low numbers indicate hate crime laws are not being used) (Standard 6)There is no evidence that the prosecution and judiciary regularly reflect on problems and gaps with the data and information that is captured. | **Framework: 2**<br><br>**Action: 1**<br><br>**Colour: amber** |
| | *Description of national situation:*<br>For details on how the Prosecution Service marks case files, see relationship between law enforcement-prosecution relationship. The 'hate crime' flag travels with the prosecution documents as they are lodged with the courts. Detailed information about the specific circumstances of the case is not always passed from the police.<br>The Supreme Court of Greece has committed to provide guidance on 'the special marking of case files with potential racist motivation'<br><br>Both bodies have made a general commitment within the Agreement on Inter-agency cooperation | *Description of national situation:*<br>Both bodies have committed to meet regularly, within the framework of the 'Agreement on inter-agency cooperation on addressing racist crimes in Greece'. It has only recently been agreed.<br><br>Data published by ODIHR in its 2017 report indicates that while there were 46 hate crime prosecutions, there were only 6 cases where hate crime laws were applied at the sentencing stage. | |

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| | on addressing racist crimes in Greece' [insert link - https://www.osce.org/odihr/402260], to 'ensure protection of and support for victims of racist crimes….ensure the sensitive and respectful treatment of racist crime victims', however there is no obligation on the courts or prosecution service to record or respond to victim's safety needs (only law enforcement has this obligation).<br><br>Both bodies are members of a working group that has recently adopted an 'Agreement on Inter-agency cooperation on addressing racist crimes in Greece' [insert link - https://www.osce.org/odihr/402260], which sets out roles and responsibilities on hate crime recording and data collection. | | |
| | **Framework** | **Action** | |
| **Public Prosecutors Office – Ministry of Justice** | *Relevant norm/standard:*<br>The prosecution service is able to record relevant information - including about evidence of bias - and to share this with the MoJ for data collection purposes (Standard 4)<br><br>The two bodies are members of a policy and technical framework to record and share data about bias indicators, crime types and victim support/safety needs Standard 8 and 9) | *Relevant norm/standard:*<br>Emerging information is used – for example, meetings involving both parties discuss available data, problem-solve and identify actions. | **Framework: 3**<br><br>**Action: 2**<br><br>**Colour code: green** |
| | *Description of national situation:*<br>See law enforcement-prosecution relationship for prosecution approach to recording. | *Description of national situation:*<br>The Ministry of Justice has been instrumental in ensuring the widespread training of prosecutors on hate crime within the ODIHR PAHCT framework. | |

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| | The Prosecution has committed to 'provide guidance to all Prosecutors' Offices for reporting all relevant data, in time, to the MoJ regarding racist crime…'<br><br>The Ministry of Justice has committed to 'request, process and monitor data on racist crimes from the Police, the Prosecutors Office and the Judicairy'.<br><br>Both bodies are members of a working group that has recently adopted an 'Agreement on Inter-agency cooperation on addressing racist crimes in Greece' [insert link - https://www.osce.org/odihr/402260], which sets out roles and responsibilities on hate crime recording and data collection. | Both bodies have committed to regular meetings to review data and action.<br><br>The Agreement on Inter-agency cooperation was signed recently, in October 2018. Data from ODIHR's 2017 Hate Crime Reporting indicates a very positive trend in recorded hate crime prosecutions from 2016 (6 cases) 2017 (46 cases). | |
| | **Framework** | **Action** | |
| **Ministry of Citizen Protection – Ministry of Justice** | *Relevant norm/standard:*<br>The two bodies receive data and information from law enforcement and the prosecution service, respectively (Standards 1,2,3,4).<br><br>The two bodies are members of a policy and technical framework to record and share data about bias indicators, crime types and victim support/safety needs across the criminal justice system (standards 8 and 9) | *Relevant norm/standard:*<br><br>Emerging information is used – for example, meetings involving both parties discuss available data, problem-solve and identify actions.<br><br>Realistic data is produced by the system (very low numbers indicate hate crime laws are not being used) (Standards 6 and 7) | **Framework: 3**<br>**Action: 2**<br><br>**Colour : green** |
| | *Description of national situation:* | *Description of national situation:* | |

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| | The Hellenic Police are able to record comprehensive information on hate crime, which is processed by the Ministry of Public Protection and shared with the Ministry of Justice (See relevant relationships).<br><br>Both bodies have made a general commitment within the Agreement on Inter-agency cooperation on addressing racist crimes in Greece' [insert link - https://www.osce.org/odihr/402260], to 'ensure protection of and support for victims of racist crimes….ensure the sensitive and respectful treatment of racist crime victims', however there is no obligation on the courts or prosecution service to record or respond to victim's safety needs (only law enforcement has this obligation).<br><br>Both bodies have committed to 'request, process and monitor' data from their respective agencies (i.e. the police and prosecution service).<br>Both bodies are members of a working group that has recently adopted an 'Agreement on Inter-agency cooperation on addressing racist crimes in Greece' [insert link - https://www.osce.org/odihr/402260], which sets out roles and responsibilities on hate crime recording and data collection. | Both bodies have committed to regular meetings to review data and action. The Ministry of Citizen Protection has an established practice of sharing data with the Ministry of Justice<br><br>The Agreement on Inter-agency cooperation was signed recently, in October 2018. Data from ODIHR's 2017 Hate Crime Reporting indicates strong progress in hate crime recording with significant increases in police and prosecution-recorded hate crimes. | |
| | **Framework** | **Action** | |

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| **Victim(s)- Law enforcement Hellenic Police** | *Relevant norm/standard:*<br>Law enforcement are able to comprehensively record hate crimes, including bias indicators – including victim perception - and flag bias motivations and crime types (Standards 1, 2, 3, 4)<br><br>Law enforcement are able to record information about victim support and safety (standard 5)<br><br>There is a process to keep victims informed about the progress of the investigation (Standard 10, 11, 12, 13,14)<br><br>Law enforcement can accept anonymous reports of hate crime. | *Relevant norm/standard:*<br>The system is used to record bias motivations and crime types and to ensure specific support to victims (Standards 15 and 16)<br><br>The system is used to keep victims informed about the progress of the investigation (Standard 11)<br><br>Action is taken to increase reporting (Standard 17) | **Framework: 2**<br><br>**Action: 2**<br><br>**Colour - amber** |
| | *Description of national situation:*<br><br>The Hellenic Police has established two departments for countering racist violence in the Sub-divisions of State Security of Athens and Thessaloniki and 68 Offices against Racist Violence in the country whose main competence is to investigate racist (hate) crimes. Both in these offices and in all the police departments of the country, the police officers use the same, unified, electronic system (Police online internal network) for recording crimes. Especially for the recording of hate crimes, a Circular Order issued by the Chief of the Hellenic Police in 2014 supplements the general recording instructions. All necessary data for each case (crime, offence, etc.) are inserted including whether the victim perceives | *Description of national situation:*<br>There is evidence that the system is used to record potential hate crimes. The establishment of a hotline and the ability to report anonymously is likely to have played a role in increasing reporting.<br>While the police have committed to ensure protection and support for victims, it isn't clear exactly how this is ensured. In addition, evidence suggests that while responses in the larger cities such as Athens and Thessaloniki are relatively good, it is more difficult to secure outside large cities and on the islands. This has particular implications in light of the ongoing refuges and migrant crisis. | |

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| | the offence to be a hate crime, which is used as a basis to open a hate crime investigation according to specific guidance.<br><br>According to a recently adopted inter-agency agreement, the police have made a general commitment [insert link - https://www.osce.org/odihr/402260], to 'ensure protection of and support for victims of racist crimes….ensure the sensitive and respectful treatment of racist crime victims'.<br><br>Victims can report anonymously and use a hotline. | | |
| | **Framework** | **Action** | |
| **Victim(s) – Public Prosecutors Office** | *Relevant norm/standard:*<br>There is a process to keep victims informed about the progress of the criminal justice process (Standards 10, 11, 12, 13, 14, 18,19). | *Relevant norm/standard:*<br>The system is used to keep victims informed | **Framework: 1**<br>**Action: 1**<br><br>**Colour: red** |
| | *Description of national situation*<br>The prosecution service has made a general commitment to 'ensure respectful and sensitive treatment of victims' within the framework of the recently published 'Agreement on inter-agency cooperation on addressing racist crimes in Greece', there is no clear process for keeping victims | *Description of national situation*<br>Insufficient evidence to ascertain if prosecutors keep victims informed about the progress of their case. There is no clear protocol on how prosecutors must discharge their obligations under the Victims' Directive. | |

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| | informed of the progress of their case. | | |
| | **Framework** | **Action** | |
| **Victim(s) – Ministry of Citizen Protection -** | *Relevant norm/standard:*<br>There is an established and resourced framework to gather data about unreported hate crime – for example through victimisation surveys that include questions about hate crime (standard 20, Standard 21, Standard 22) | *Relevant norm/standard:*<br>Relevant policy commitments on improving reporting and support have been made and acted upon (Standard 17)<br><br>Victimisation surveys are carried out and the results are published in an accessible format (Standard 23) | **Framework: 0**<br><br>**Action: 1**<br><br>**Colour: red** |
| | *Description of national situation*<br>There is no established framework to estimate the level of unreported hate crime through victimization surveys.<br><br>There is a strong framework (see above) to record comprehensive information about reported hate crimes, however obligation to keep victims informed, supported and safe are not so clear. | *Description of national situation*<br>There is no clear protocol on agencies' roles and responsibilities in discharging Victims' Directive obligations.<br><br>Greece does not conduct victimization surveys to establish levels of unreported crime, including hate crime. | |
| | **Framework** | **Action** | |
| **Victim(s) - CSO monitoring Racist hate** | *Relevant norm/standard:*<br>The CSO is able to systematically record hate crimes and incidents using a transparent victim-focused methodology that is accessible to its target | *Relevant norm/standard:*<br>The system is used by victims. The CSO regularly provides direct support to victims or referrals to support services (Standard 29) | **Framework: 2**<br><br>**Action: 2** |

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| **crime** | community(ies) (Standard 31) | | **Colour: Amber** |
| | *Description of national situation*<br>Over 20 members of RVRN framework (more than half) record racist hate crimes.<br><br>RVRN has a clear and transparent recording methodology based on direct victim testimony, and clearly categorised by bias and crime type. | *Description of national situation*<br>court.<br><br>Racist violence comprises the highest number of reported crimes, however, they are still severely under reported.<br><br>Many NGOs are exhausted and struggling to meet basic needs including food, shelter and medical needs. Monitoring hate crime is no longer at the top of the priority list.<br><br>Victims are in transit, and desperate to move on. There is no incentive for them to report and engage with services or the authorities. One interviewee gave the example where a man suffered burns when his stall was set on fire. He didn't report it until he was effectively stuck in Greece, having been in contact with several NGOs in the meantime. | |
| | **Framework** | **Action** | |
| **Victim(s)-CSO monitoring CSO Anti-LGBTQ+ hate crime** | *Relevant norm/standard:*<br><br>The CSO is able to systematically record hate crimes and incidents using a transparent victim-focused methodology that is accessible to its target community(ies) (Standard 31) | *Relevant norm/standard:*<br><br>The system is used by victims. The CSO regularly provides direct support to victims or referrals to support services (Standard 29) | **Framework: 3**<br>**Action: 2**<br>**Colour: Green** |
| | *Description of national situation* | *Description of national situation* | |

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| | Colour Youth has a clear and transparent recording methodology based on the racist violence recording network methodology, involving direct victim testimony, and categorised by bias and crime type.<br><br>The organisation hosts an online reporting and support service for victims of anti-LGBT+ hate crime in Athens only, although with a national profile. | In 2014-2015 Colour Youth ran a specific outreach support and monitoring service, significantly increasing the number of recorded incidents reported in RVRN's annual report. As a result, many hard to reach victims of transphobic violence reported their experiences. However, the funding has not been renewed.<br><br>It has published information about its service https://www.colouryouth.gr/en/pes-to-se-emas/<br><br>Other organisations recording and monitoring anti-LGBT+ hate crime through the RVRN include, http://www.transgender-association.gr/ https://www.olke.org/ http://www.rainbowfamiliesgreece.com/ | |
| | **Framework** | **Action** | |
| **Victim- CSO anti-Muslim hate crime** | *Relevant norm/standard:*<br><br>The CSO is able to systematically record hate crimes and incidents using a transparent victim-focused methodology that is accessible to its target community(ies) (Standard 31) | *Relevant norm/standard:*<br><br>The system is used by victims. The CSO regularly provides direct support to victims or referrals to support services (Standard 29) | **Framework: 3**<br>**Action: 1**<br><br>**Colour: amber** |
| | *Description of national situation*<br>Several organisations working directly with Muslims are members of the RVRN and use its common methodology to record incidents and share data with the network. | *Description of national situation*<br>Many cases recorded by the RVRN involve Muslim victims, however crimes are not necessarily reported or recorded as anti-Muslim. | |

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| | RVRN has a clear and transparent recording methodology based on direct victim testimony, and clearly categorised by bias and crime type. | | |
| | **Framework** | **Action** | |
| **Victim- CSO antisemitic hate crime** | *Relevant norm/standard:*<br><br>The CSO is able to systematically record hate crimes and incidents using a transparent victim-focused methodology that is accessible to its target community(ies) (Standard 31) | *Relevant norm/standard:*<br><br>The system is used by victims. The CSO regularly provides direct support to victims or referrals to support services (Standard 29) | **Framework: 0**<br>**Action: 2**<br><br>**Colour: red** |
| | *Description of national situation*<br>There is no organisation that has a victim-focused, easily accessible hate crime reporting and recording system for antisemitic incidents. | *Description of national situation*<br>Members of the Central Board of Jewish Communities in Greece collect media reports of incidents, which are forwarded to the RVRN. | |
| | **Framework** | **Action** | |
| **General public- Law enforcement Hellenic Police** | *Relevant norm/standard*<br>Law enforcement are able to comprehensively record hate crimes, including bias indicators and specifically flag bias motivations and crime types (Standards 1,2,3)<br><br>See law enforcement-prosecutor relationship for details on police-recorded data. | *Relevant norm/standard:*<br>Hate crime data is produced, published and made accessible (Standard 6)<br><br>Action is taken to increase reporting (Standard 17) | **Framework: 3**<br><br>**Action:1**<br><br>**Colour: Amber** |
| | *Description of national situation*<br>The Hellenic police have the technical and policy framework to comprehensively record hate crimes (see information at law enforcement- prosecution | *Description of national situation*<br><br>While police data is made available on ODIHR's hate crime reporting website [insert link - | |

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| | relationship) | http://hatecrime.osce.org/greece], and in the Racist Violence Network's annual reports, data is not systematically published by the police in Greece.<br><br>The Hellenic police has taken action to increase reporting by the general public through allowing anonymous reporting and establishing a multi-lingual hotline. | |
| | **Framework** | **Action** | |
| **General public – Ministry of Citizen Protection** | *Relevant norm/standard:*<br>MoI has access to law enforcement and other official hate crime data (see relevant relationships). | *Relevant norm/standard:*<br>Data and information (for example on hate crime strategy and actions plans) are produced, published and made accessible (Standard 6). | **Framework: 2**<br><br>**Action: 1**<br><br>**Colour: Amber** |
| | *Description of national situation*<br>The Ministry has access to detailed information on police-recorded hate crime.<br><br>There are welcome commitments within the framework of the recent 'Agreement on inter-agency cooperation on addressing racist crimes in Greece' to, 'analyse and regularly publish the racist crime data in the form of an analytical report; inform the public of its establishment and work; publicise new initiatives and policy documents; posting and sharing of activities against racist crimes on social media and using of telephone hotlines; improve communication about racist crimes by the | *Description of national situation*<br>While police data has been published within reports by the Racist Violence Recording Network and ODIHR's hate crime reporting website, they have not been published by public authorities.<br><br>It has yet to be seen how the commitments set out in the inter-agency agreement will be implemented. | |

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| | institutions themselves and the media'. | | |
| | **Framework** | **Action** | |
| **General public- Public Prosecutors Office** | *Relevant norm/standard:*<br><br>Prosecution service records and captures data on the number and outcomes of hate crime prosecutions (Standards 4 and 7). | *Relevant norm/standard:*<br>Data on prosecuting hate crime are produced, published and made accessible (Standard 6). | **Framework: 2**<br><br>**Action: 0**<br><br>**Colour: red** |
| | *Description of national situation*<br><br>The prosecution service has the ability to record hate crimes (see information at law enforcement-prosecution relationship)<br><br>There are welcome commitments within the framework of the recent 'Agreement on inter-agency cooperation on addressing racist crimes in Greece' to 'analyse and regularly publish the racist crime data in the form of an analytical report; inform the public of its establishment and work; publicise new initiatives and policy documents; posting and sharing of activities against racist crimes on social media and using of telephone hotlines; improve communication about racist crimes by the institutions themselves and the media'.<br><br>However, there is no available detail on | *Description of national situation*<br>While prosecution data is made available on ODIHR's hate crime reporting website [insert link - http://hatecrime.osce.org/greece], data on hate crime prosecutions are not systematically published by the prosecution service in Greece. Data is not included in the Network's annual reports.<br><br>It has yet to be seen how the commitments set out in the inter-agency agreement will be implemented. | |

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| | responsibilities in this area. | | |
| | **Framework** | **Action** | |
| **General public - CSO Network Racist Violence Recording Network** | *Relevant norm/standard:*<br>The CSO is able to systematically record hate crimes and incidents using a transparent victim-focused methodology that is accessible to its target community(ies) (Standard 31) | *Relevant norm/standard:*<br>The CSO regularly publishes data and information describing victims' experiences of hate crime based on their own recording systems (Standard 39).<br><br>The CSO uses its data to raise awareness about the problem and to advocate for improvements (Standard 40). | **Framework: 3**<br>**Action: 3**<br>**Colour: green** |
| | *Description of national situation*<br>Many CSOs record hate crime in Greece. This relationship is based on the work of the RVRN, which is a coalition of more than 40 CSOs.<br><br>RVRN has a clear and transparent recording methodology based on direct victim testimony, and clearly categorised by bias and crime type. | *Description of national situation*<br>The Network produces a well-publicised annual report based on their data, and regular press releases [insert link - http://rvrn.org].<br>The Network uses its data and findings to directly advocate with law enforcement, criminal justice agencies and policy makers for improvements in responses. | |
| | **Framework** | **Action** | |
| **CSO Network RVRN-Law enforcement Hellenic Police** | *Relevant norm/standard:*<br>The two bodies are members of an agreement to refer cases for support services (Standard 16 and 29)<br><br>There is a structure for connection, that could include specialist police networks, a training agreement, information-sharing protocol, etc. (Standard 24, 25, 26) | *Relevant norm/standard:*<br>Structures and frameworks are used in a meaningful way/ the two bodies connect in meaningful ways. For example, The CSO uses its data to raise awareness about the problem and to advocate for improvements (Standard 40). | **Framework: 2**<br><br>**Action: 2**<br><br>**Colour: amber** |

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| | Both bodies are members of a cross government group that regularly considers evidence of hate crime prevalence and responses to the problem and considers actions for improvement. (Standard 8 and 9) | | |
| | *Description of national situation*<br><br>The police (Ministry for Citizen Protection) have committed to 'ensure that each victim is …referred to a corresponding service', however it isn't clear which service and whether funding is involved.<br><br>The Racist Violence Recording Network is comprised of over 40 members that share a common recording methodology, based on direct victim testimony. It was created in 2011 with support from UNHCR and the Hellenic Commission for Human Rights (see national report for more detail).<br><br>The RVRN has recently committed to 'within its existing competencies….share data with national authorities'. However, the same obligation is not placed on the police.<br>The RVRN has committed to 'share expertise with national institutions and contribute to policy formation' However there isn't the corresponding obligation on law enforcement to consult directly with the RVRN when formulating policy. | *Description of national situation*<br>There is strong cooperation between members of the Network and individual officers and specialist hate crime departments (see main report). There is an increased sense from both the NGO and police perspective that positive and constructive relationships are a 'win-win'. However, again efforts have yet to move from the individual to the institutional in terms of cooperation. The recent inter-agency agreement might change this.<br><br>RVRN will share data with police with victim permission when it serves the purpose of supporting victims of hate crime, including to keep victims informed and to support complaints to the police. In general, the network aims to share findings from their monitoring and their expertise with the police and other national authorities. | |

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| | Both bodies are members of a working group that has recently adopted an 'Agreement on Inter-agency cooperation on addressing racist crimes in Greece' [insert link - https://www.osce.org/odihr/402260], which sets out roles and responsibilities on hate crime recording and data collection. | | |
| | **Framework** | **Action** | |
| **CSO Network RVRN- Public Prosecutors Office** | *Relevant norm/standard:*<br>No expectation that there is an information-sharing agreement in place.<br><br>Both bodies are members of a cross government group that regularly considers evidence of hate crime prevalence and responses to the problem and considers actions for improvement (Standards 8 and 9) | *Relevant norm/standard:*<br>Evidence of CSO input into prosecutor training; and/or joint case reviews, and/or specialist prosecutors offices that make connections with CSOs, then include the relationship (Standard 25) | **Framework: 1**<br><br>**Action: 1**<br><br>**Colour: red** |
| | *Description of national situation*<br>Both bodies are members of a working group that has recently adopted an 'Agreement on Inter-agency cooperation on addressing racist crimes in Greece' [insert link - https://www.osce.org/odihr/402260], which sets out roles and responsibilities on hate crime recording and data collection. | *Description of national situation*<br>Members of the RVRN have participated in trainings on hate crime for the National School of Judges and Prosecutors, in the area of recognising bias motivation. However, the training is not systematic. The main report recommends that systematic and regular training is implemented in Greece. This could be achieved through the OSCE-ODIHR training programme, PAHCT. | |

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| | **Framework** | **Action** | |
| **CSO network RVRN – Ministry of Justice** | *Relevant norm/standard:*<br>NB – not all ministries will have relationships with CSOs. Generally, the lead ministry on hate crime should have some link(s).<br><br>**Framework:** CSO is a member of cross-government framework with a focus on hate crime recording and data collection (Standards 8 and 9) | *Relevant norm/standard:*<br>CSOs play an active role in these frameworks, CSO data is actively considered in government policy-making.<br><br>The CSO uses its data to raise awareness about the problem and to advocate for improvements (Standard 40). | Framework: 1<br><br>Action: 2<br><br>Colour: amber. |
| | *Description of national situation*<br>The Ministry of Justice and the RVRN are members of a working group that has recently adopted an 'Agreement on Inter-agency cooperation on addressing racist crimes in Greece' [insert link - https://www.osce.org/odihr/402260], which sets out roles and responsibilities on hate crime recording and data collection.<br><br>The RVRN has recently committed to 'within its existing competencies….share data with national authorities'. However the same obligation is not put on the police.<br><br>The Ministry of Justice has committed to 'compare recorded data with the data of civil society on the number of racist crime cases'. This is an imbalanced agreement and it is unclear what action will be taken following this comparison. | *Description of national situation*<br><br>There is evidence that the Greek Authorities have taken RVRN data into account since 2011 and that RVRN data had an impact on police and ministries' efforts to improve data collection. However the impact of CSO data isn't transparent. Considering the high quality nature of RVRN data, based on a clear methodology and direct victim testimony, it should be more explicitly central to public policy making. | |

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| | **Framework** | **Action** | |
| **CSO Network RVRN – CSO anti-LGBTQ+ hate crime** | *Relevant norm/standard:*<br>Both bodies are members of a framework that shares data and works in coalition to advocate for improvements in responses to hate crime (Standard 31) | *Relevant norm/standard:*<br>The framework is used.<br><br>There is evidence of coalition building and advocacy based on shared positions. | **Framework: 3**<br>**Action:3**<br><br>**Colour: green** |
| | *Description of national situation*<br>Colour Youth and other organisations recording and monitoring hate crimes based on bias against LGBT+ people are members of the RVRN and use its established recording methodology that is based on direct victim testimony. | *Description of national situation*<br>LGBT+ organisation regularly report hate crimes to the RVRN, which collates information for publication in its annual report. RVRN members meet regularly to share developments, or training and advocacy planning. | |
| | **Framework** | **Action** | |
| **CSO Network RVRN – CSO anti-racist hate crime** | *Relevant norm/standard:*<br>Both bodies are members of a framework that shares data and works in coalition to advocate for improvements in responses to hate crime (Standard 31) | *Relevant norm/standard:*<br>The framework is used.<br><br>There is evidence of coalition building and advocacy based on shared positions. | **Framework: 3**<br>**Action:3**<br><br>**Colour: green** |
| | *Description of national situation*<br>About 20 members of the RVRN record and monitor racist crime using the RVRN methodology that is based on direct victim testimony. | *Description of national situation*<br>These organisations regularly report hate crimes and incidents to the RVRN, which collates information for publication in its annual report. RVRN members meet regularly to share developments, or training and advocacy planning. | |

| | Framework | Action | |
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| **Network RVRN – CSO anti-Muslim hate crime** | *Relevant norm/standard:*<br>Both bodies are members of a framework that shares data and works in coalition to advocate for improvements in responses to hate crime (Standard 31) | *Relevant norm/standard:*<br>The framework is used.<br><br>There is evidence of coalition building and advocacy based on shared positions. | **Framework: 3**<br>**Action: 1**<br><br>**Colour: amber** |
| | *Description of national situation*<br>Several members of the RVRN record and monitor anti-Muslim hate crime using the RVRN methodology that is based on direct victim testimony. | *Description of national situation*<br>These organisations regularly report hate crimes and incidents to the RVRN, which collates information for publication in its annual report. However anti-Muslim incidents might be classified as racist incidents only. Most monitoring CSOs primarily focus on recording and monitoring racist crime. RVRN members meet regularly to share developments, or training and advocacy planning. | |
| | **Framework** | **Action** | |
| **Network RVRN –** CSO Antisemitic Hate Crime | *Relevant norm/standard:*<br>Both bodies are members of a framework that shares data and works in coalition to advocate for improvements in responses to hate crime (Standard 31) | *Relevant norm/standard:*<br>The framework is used.<br><br>There is evidence of coalition building and advocacy based on shared positions. | **Framework: 1**<br>**Action 1**<br><br>**Colour: red** |
| | *Description of national situation*<br>Members of the Central Board of Jewish Communities in Greece report incidents through the RVRN, however their method mainly relies on media reports, not direct reports from victims and witness. | *Description of national situation*<br>The Central Board of Jewish Deputies do not use the established RVRN methodology. RVRN members meet regularly to share developments, or training and advocacy planning. | |

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| | **Framework** | **Action** | |
| **IGOs – MoJ** | *Relevant norm/standard:*<br>There is an agreement and framework for data and information on hate crime to be shared with an IGO and vice versa.<br>(Standards 30, 32, 33, 34, 35, 36, 37)<br><br>Parties are able to influence international norms and standards on hate crime reporting, recording and data collection and related activities and guidelines.<br><br>See standards document for information current platforms of exchange and cooperation. | *Relevant norm/standard:*<br>See standards document for ongoing action by IGOs to connect with national authorities on hate crime reporting, recording and data collection<br><br>National assessment will look at these factors:<br>Data is shared with IGO in line with agreed obligations/as part of regular requests.<br><br>National representatives attend IGO networking events<br><br>National representatives ask for and implement capacity-building activities in the area of hate crime recording and data collection. | **Framework: 3**<br><br>**Action:3**<br><br>**Colour: green** |
| | *Description of national situation*<br><br>N/A – this is a set international framework. | *Description of national situation*<br>MoJ representatives regularly attend and report progress on hate crime data to the High Level Group on combating racism, xenophobia and other forms of intolerance hosted by the European Commission Department of Justice and Home Affairs.<br><br>The Ministry of Justice is a partner on the ODIHR project which has established a data sharing and analysis protocol. Insert link - http://www.osce.org/projects/criminal-justice-response-hate-crime | |

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| | | Subgroup on methodologies for recording and collecting data on hate crime, coordinated by the European Union for Fundamental Rights on behalf of the High Level Group on Combatting Racism and Other Forms of Intolerance: MoJ representatives regularly attend meetings of the group and report current practices on data hate crime reporting and recording.<br><br>The MoJ regularly submits data and information to ODIHR for its annual hate crime reporting.<br><br>The National Council against Racism and Intolerance was set up by the MoJ partly in response to an ECRI report on Greece which called for 'the creation of a Task Force to develop a comprehensive national strategy to combat racism and intolerance [including CSO representatives]'. [insert link - https://www.coe.int/t/dghl/monitoring/ecri/Country-by-country/Greece/GRC-CbC-V-2015-001-ENG.pdf]. (source: Matrix)<br><br>The Judicial college has taken part in a number of trainings relating to OSCE Office for Democratic Institutions and Human Rights PAHCT training. It is recommended that the training is fully adopted.<br><br>Subgroup on methodologies for recording and collecting data on hate crime, coordinated by the | |

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| | | European Union for Fundamental Rights on behalf of the High Level Group on Combatting Racism and Other Forms of Intolerance: police representatives regularly attend meetings of the group and report current practices on data hate crime reporting and recording. | |
| | **Framework** | **Action** | |
| **IGOs- CSO Network RVRN** | *Relevant norm/standard:*<br><br>There is an agreement and framework for data and information on hate crime to be shared with an IGO and vice versa (Standard 37)<br><br>Parties are able to influence international norms and standards on hate crime reporting, recording and data collection and related activities and guidelines<br><br>See standards document for information current platforms of exchange and cooperation. | *Relevant norm/standard:*<br><br>Data is shared between the two parties as part of regular requests.<br><br>CSOs attend IGO networking events and ask for and implement capacity-building activities in the area of hate crime recording and data collection | **Framework: 2**<br>**Action: 3**<br><br>**Colour: green** |
| | *Description of national situation*<br><br>N/A – this is a set international framework. | *Description of national situation*<br>RVRN has strong connections with all IGO agencies that are active on hate crime and is regularly called on to present its work as good practice. RVRN regularly submits data and information on hate crime incidents to ODIHR's annual hate crime reporting and responds to requests from ECRI, CERD and other organisations. | |

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