



Toward

a National Framework for Primary Prevention of Hate-Motivated Violence

Synthesis of learning from research and community-based implementation discussions on a public health approach to the prevention of hate-motivated violence

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Executive Summary

This report synthesizes findings from a three-year NIJ-funded project¹ focused on developing a public health approach to preventing violent extremism. The study included a large-scale national survey to identify risk and protective factors for hatemotivated violence, as well as a scoping review to identify primary prevention strategies to address the most salient risk and protective factors. The project culminated with community-based stakeholder interviews and visioning sessions within three communities to inform the design of primary prevention approaches for hate-motivated violence through a public health lens. These communities are: Albuquerque, NM; Albany, NY; and Urbana-Champaign, IL. While grounded in local contexts, the visioning sessions also revealed profound commonalities in community aspirations, challenges, and priorities. Collectively, the communities endorsed two overarching approaches to reducing risk of hate-motivated violence—strengthening existing systems and expanding new programming—and articulated a vision for values-based and relationship-centered prevention.

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¹ Understanding and targeting risk and protective factors for radicalization to violence: Advancing a public health approach to domestic terrorism prevention 15PNIJ-21-GG-02720-DOMR

Background

Over the past three years, our team at Boston Children's Hospital and the University of Illinois Chicago has explored how to prevent hate-motivated violence using a public health framework. Through a large-scale national survey, Five Core Tasks were identified (see Appendix A for further details of our findings):



Figure 1. Five Core Tasks identified to prevent hate motivated violence.

We then conducted a scoping review to identify existing empirically-supported intervention approaches to address each of these identified Five Core Tasks.

Table 1 below summarizes the findings of the scoping review:

Active Intervention Ingredients (targeting the 5 core tasks)	FOSTER EMOTIONAL WELLNESS	PROMOTE FLEXIBLE THINKING	REDUCE PROBLEMATIC INTERNET USE	ADVANCE SAFETY AND FAIRNESS	INCREASE BELONGING FOR ALL
Mindfulness					
Planfully engaging in pleasurable activities					
Values-aligned activity					
Volunteering					
Positive relationships w/leaders or officials (e.g. teachers, police, elected officials, religious leaders)					
Collectively working towards a shared goal					
Emotional literacy					
In-person contact					
Civil dialogue					
Creative expression					
Exposure to different ideas					
Shared group identity					
Physical activity/exercise					
Feeling seen, heard and understood					

Table 1. Summary of key findings related to existing intervention approaches to address the 5 Core Tasks identified to prevent hate-motivated violence.

Our team then developed two intervention approaches that integrate key activities to address the Five Core Tasks. The first intervention, the 'Spice Rack', focuses on enhancing existing community programing, while the second intervention, 'Setting the Table', focuses on establishing a new community program that specifically addresses core tasks that may be underrepresented in current programming (e.g. promoting flexible thinking). Through in-depth individual stakeholder interviews and a team-based collaborative visioning session in three US communities we received direct community feedback on these two intervention approaches. This report describes potential paths forward for implementing primary prevention for hate-motivated violence including both the two identified approaches –the 'Spice Rack' and 'Setting the Table'-- as well as additional prevention activities that align with community needs and values.

Shared themes across communities

A total of 25 professionals from diverse community-facing sectors (e.g., non-profit leaders) participated in interviews designed to elicit feedback on public health-focused interventions for preventing hate-motivated violence. Interview results demonstrated that 100% of participants believe that hate-motivated violence is a concern in the U.S., with 96% endorsing it as a specific issue in their local community. Visioning sessions in each of the three communities fostered an interdisciplinary dialogue around how to design, implement, and sustain strategies to address hate motivated violence anchored around the Five Core Tasks. These strategies were designed to be specific, actionable, and meaningful within the local context. Despite disparate geography and demographics, we observed common strengths and challenges:

1. Common Community Strengths

- Strong civic and cultural foundations: All three communities exhibit vibrant local identities, active neighborhood organizations, and traditions of volunteerism and advocacy.
- Cross-sector partnerships: Each site has pre-existing collaborations between local government, law enforcement, human services, and community organizations.
- Desire for healing and inclusion: Participants emphasized a need not just for safety, but for connection, belonging, and collective healing.

2. Shared Challenges

 Fragmentation of services: All communities reported that services were siloed, difficult to access, or poorly publicized.

- *Distrust of top-down or short-lived efforts*: There is widespread skepticism about externally driven or tokenistic programs.
- Barriers to access: Challenges include the digital divide, linguistic or cultural exclusion, and lack of clear "on-ramps" for community engagement.
- *Risk of burnout:* Communities, especially marginalized groups, expressed concern about fatigue from initiatives that do not lead to real change.

3. Guiding Values

Participants of each visioning session generated and voted on community values that they believed were central to a healthy, resilient community. While the three communities named distinct value sets, there was striking overlap:

- Respect, Equity, Responsibility, Trust (Albany NY)
- Equity, Compassion (Urbana-Champaign, IL)
- Understanding, Diversity, Collaboration and Love (Albuquerque NM)

These community values serve as "North Stars" guiding prevention efforts and can be used to shape messaging, program design, and leadership strategies.

Community Visioning: What Success Would Look Like

Across communities, success was seen as being a place where all residents are connected to one another, have clear ways to participate, and feel both celebrated and protected. It was a vision of inclusive thriving, not just the absence of harm. Stakeholders imagined a future with:

1. Belonging, Connection, and Inclusion

- Residents across all sites envisioned communities where people feel safe, seen, and valued.
- Stronger relationships between neighbors, across generations, and among diverse cultural groups – were central to this vision.
- A recurring goal was for youth, marginalized groups, and vulnerable populations to experience a deepened sense of belonging.

2. Visible, Accessible, and Equitable Opportunities

- Success was tied to residents being able to easily access resources, events, and ways to get involved—without confusion, stigma, or exclusion.
- Within one of the communities a powerful idea emerged around the metaphor "Where's the door?", symbolizing how community members often don't know how to get involved, access help, or find connection. This idea captured a broader

desire heard across all communities to lower barriers to civic and social participation.

3. Uplifted Local Identity and Shared Values

- Communities aspired to celebrate local culture, assets, and diversity.
- There was a shared desire to embed values like equity, respect, compassion, and trust – into visible public actions and narratives.
- Local traditions, elders, and community champions were seen as anchors for this kind of transformation.

Strategic approaches to creating a primary prevention framework for hatemotivated violence

Strategies for primary prevention clustered under two main areas: 1) strengthening existing systems that already address one or more of the Five Core Tasks, and 2) expanding programming to specifically target risk and protective factors that are not already being addressed sufficiently.

Below we describe specific recommendations and actionable steps regarding how to advance each of these areas. Included in each of these areas is a specific intervention designed by our team that strategically integrates effective evidence-based interventions that are known to impact the Five Core Tasks: The Spice Rack (a means of strengthening systems) and Setting the Table (a means of expanding programing). More details for each of these interventions are available in Appendix B. While the collected ideas below in no way represent the only way forward, they provide concrete actions that build on the innovations and ideas shared in the visioning sessions:

1. Strengthen Systems



Strengthening Systems supports general community resilience, e.g. increasing access to existing services that already address one or more of the Five Core Tasks identified as critical to preventing hate-motivated violence. System strengthening would contribute to

positive outcomes across multiple domains, including preventing risk for hate and hatemotivated violence; thus, systems strengthening is not specific to the unique challenges of hate motivated violence, but plays a critical role in community resilience more broadly. Projects under systems strengthening may logically be framed as addressing societal problems that are highly prevalent and perceived as salient community issues (e.g. the mental health crisis, community violence, loneliness) as opposed to tying these projects to the low base rate (but high impact) problem of hate-motivated violence. Below are specific examples of ways to strengthen systems.

- 1a. Support the ongoing development of a Community Resource Hub.
- Participants described a lack of awareness of, and access to, existing resources and programming. A community resource hub could provide easily accessible information about existing services and activities. Dissemination strategies could include outreach at existing events and be replicated in various forms to better reach people regardless of how they consume information. For example, community bulletin boards, online resource apps, websites, or public messaging platforms could all be used to convey the same information in a timely manner. Making the information available in multiple languages would expand the reach to non-English speaking communities.
- **1b.** Recruit and Support Community Navigators. Participants in all visioning sessions described the importance of engaging communities and individuals not already involved. Often people are most likely to attend to, and respond to, messaging or information coming from trusted messengers or face-to-face interactions. An effort to specifically identify and recruit navigators who can bridge divides (e.g., between young adults and older residents, different ethnic and cultural groups) could strengthen information sharing and engagement. These navigators could help spread information regarding events and resources. Key to this is the idea that compensation of credible messengers is critical to both value their time and ensure sustainability of the effort. These navigators should reflect diverse cultural and age demographics and help spread awareness of events and services. Navigators with similar lived experiences and a greater understanding of the issues impacting residents can also help to ensure that program development focuses on the key needs and concerns of the community.
- **1c.** Implement the 'Spice Rack'. The main objective of the Spice Rack intervention is to enhance existing activities and spaces (e.g., markets, clubs, events) by layering in intentional messaging and activities that promote wellness, flexible thinking, belonging, and fairness. Visioning session participants valued how this approach is relatively low cost, scalable, and builds on existing resources and programming. A small pilot project could specifically target integration of one 'ingredient' from the Spice Rack into existing groups / activities. Table 1 (see page 2) lists activities or approaches that address one or more of the Five Core Tasks of primary prevention of hate-motivated violence. For example, one of these activities could be identified (e.g. 'volunteering') and intentionally introduced into existing groups/ activities. Organizers could provide a list of ideas of volunteer needs or opportunities, initiate a campaign around a specific day or cause that would help to

galvanize interest in participating, or identify some small reinforcement system to encourage participation (e.g. 'Compassionate Community Group Award' for groups that incorporate a volunteer day or activity into their ongoing group activities).

'Spice Rack' interventions can also work to integrate needs and assets across existing groups. For instance, a community might identify that some residents were unable to participate in a town hearing on a recent hate incident because of child care needs. The High School soccer teams could be engaged to volunteer to run games and activities to entertain kids in a field near where the hearing was to be held, thus providing youth with an opportunity for *volunteering* while simultaneously facilitating *civic engagement* among adults. Children who participated in the activities could also contribute to a large banner to be posted in a central town location depicting acts of caring in their community, thus furthering *creative expression* and *shared group identity*. This simple intervention would incorporate four 'active intervention ingredients' noted in Table 1 and collectively target all Five Core Tasks.

Evaluation of the pilot projects could include brief phone-based assessment of how individuals experienced a sense of belonging, wellness, and openness to new ideas pre and post event.

2. Expand programming:



PROMOTE FLEXIBL THINKING

In addition to increasing community resilience more generally, we recommend additional programming to target specific risk factors for hate-motivated violence that are not already addressed through existing systems. *Promoting Flexible Thinking* is one of the Core Tasks that may be underrepresented in current community programming and that could specifically target a key risk factor for hate-motivated violence. Our review of public health approaches to promoting flexible thinking

identified practices and activities that address flexible thinking, including:

- Promote constructive dialogue
- Increase access to diverse ideas
- Engage in values-aligned activities
- Collectively work towards a shared goal

Setting the Table (described in Appendix B) provides one detailed example of how programming could be enacted to incorporate these practices and activities. Appendix C provides an additional list of suggestions to promote flexible thinking. Below are two suggestions for next steps in expanding programing.

2a. Implement 'Setting the Table'. The main objective of the 'Setting the Table' intervention is to activate community champions to host small group discussions focused on identifying and understanding



what values community members prioritize. Specifically, conversations are aimed at identing and defining the values community members hold as most important. For example, if a group collectively identifies "Security" and "Respect" as values with high priority, this motivates behavior in a different manner than a group that holds "empathy" and "collaboration" as priority values. Small group discussions can identify specific ways to amplify the prioritized values; these ideas can in turn be disseminated to a target community via short-form social media video advertisements (see Appendix B for a more detailed description).

A small pilot of Setting the Table could allow for quick learning and adaptation of the program to local context and strengths. For instance, a grass-roots organization could work to recruit one restaurant willing to support meals for a table of participants. Online training in table facilitation and additional resources to support Setting the Table are available online at

https://grandchallenges.du.edu/events/community-table through the 'Community Table' initiative. The Community Table is a toolkit for primary prevention program innovation that targets values engagement as an entry point for community change. Our approach, Setting the Table, draws on elements of this approach and applies it directly to reducing hate-motivated violence through prosocial and proactive community weaving and dialogue Short-form social media invitations to join in values-based actions could be posted either informally on individual social media platforms or, with a small amount of funding, posted as paid advertising. Evaluation of the pilot could include brief pre-post surveys of table participants regarding their sense of belonging, emotional wellness, and openness to new ideas. Additional evaluation could include 'views' and 'likes' of any social media video invitations generated during the session.

2b. Convene a working group to develop a primary prevention proposal. Developing an integrated, values-based approach to promote flexible thinking and reduce hate-motivated violence would best be done as a collaborative, coconstructed approach that embeds a deep understanding of the local context and

empirical strategies. A first step in this direction is to convene a multidisciplinary meeting to reflect on a series of questions and to develop a 1-2 page proposal to share with potential funders or partners. Appendix B ("Setting the table") and Appendix C (additional flexible thinking programming) provide specific ideas that could be advanced through a collaborative dialogue. Appendix D provides a template to guide the conversation and specific brief sections to complete.

Conclusion

This cross-community project affirms that primary prevention of hate-motivated violence is not only possible – it is already underway. Communities want to be seen, connected, and equipped. What they need are tools, partnerships, and sustained support.

For more information on the overall NIJ project and related findings, or to learn more about hosting a community visioning session and advancing primary prevention of hatemotivated violence in your community, please contact:

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Associated Appendices:

Appendix A: Research Brief

Appendix B: Spice Rack and Setting the Table

Appendix C: Examples of Specific Programming to Promote Flexible

Thinking

Appendix D: Community Group Guided Planning Template



A Public Health Response

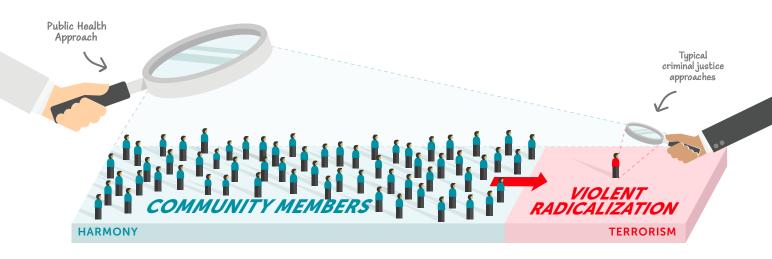
to Violent Radicalization

The Problem

Violent radicalization is a growing concern that impacts our local communities, but many prevention efforts overlook the early warning signs. Without better strategies to address it early, the risk continues to grow, affecting the safety and well-being of everyone.

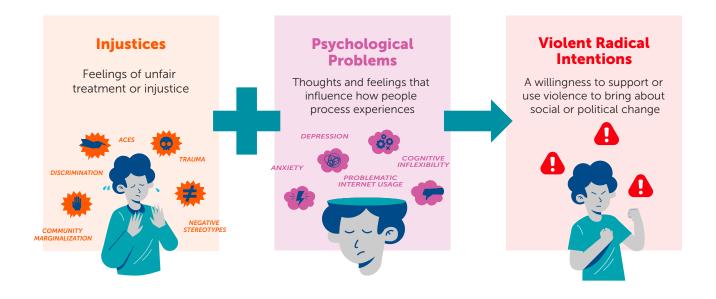
A Public Health Approach

Our goal is to find effective ways to help *prevent violence before it begins.* We do this by focusing on the entire community, rather than just those who are already at risk of violence, ensuring early intervention and support for those at risk.



What leads some community members to become violent?

Feeling wronged or mistreated can lead people to consider radical actions, and this connection is partly influenced by their mental and emotional state.



Social Capital Groups

Remember that just because someone experiences adversities or injustice doesn't mean they're going to support violence. We need to figure out how social experiences and thoughts and feelings work together to make someone more or less likely to support violence—and so we know who to support!

Let's take a closer look at the four key social capital groups identified in our data. Each group presents a unique combination of risk and protective factors, shaping their vulnerability and potential for radicalization to violence.

BONDING "There are several people in-person or online that I can trust or talk to"

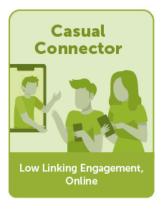
BRIDGING "I come into contact with new people in-person or online often"

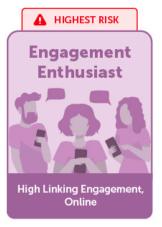
LINKING TRUST In service systems and institutions; In government

LINKING ENGAGEMENT Public meetings; clubs; social activism









LOW Bonding & Bridging In Person HIGH Bonding & Bridging In Person AVERAGE Bonding & Bridging Online VERY LOW Linking Trust

VERY LOW Linking Engagement

LOW Bonding & Bridging Online

HIGH Linking Trust

LOW Linking Engagement

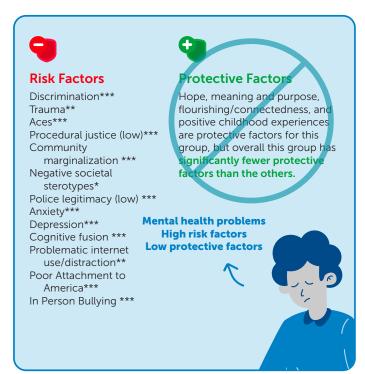
HIGH Bonding & Bridging In Person HIGH Bonding & Bridging Online HIGH Linking Trust

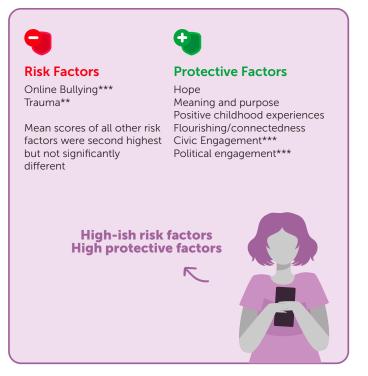
LOW Linking Engagement

HIGHEST Bonding & Bridging In Person HIGHEST Bonding & Bridging Online

HIGHEST Linking Trust

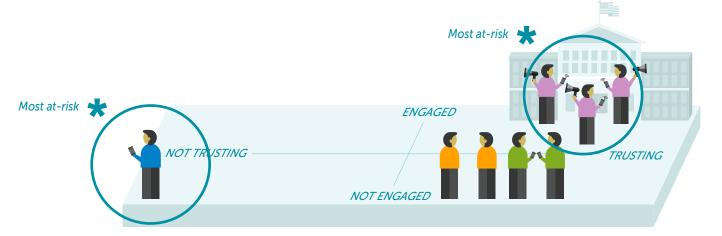
VERY HIGHEST Linking Engagement





Most At-Risk

Let's examine the four social groups on this social component map. We know that the **Disconnected** and **Engagement Enthusiast** groups are at the highest risk, so we can begin by focusing our efforts there. But what specific traits or factors within these groups should we be targeting?

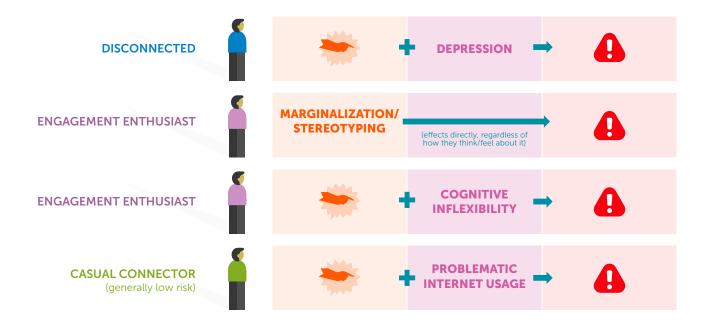


GENERAL FORMULA FOR We remember that in general, what leads a community member to consider **CAPACITY TO RADICALIZE** violence is the combination of injustice and psychological problems:



RADICALIZATION BY SOCIAL GROUP

KEY RISK FACTORS FOR But, we also know that each social group has their own combination of risk and protective factors. The social groups' key risk factors for radicalization to violence for those who are most at risk are as follows:





Preventing Hate Motivated Violence

through Primary Prevention

Core Tasks

New research tells us that there are **5 core tasks** that communities can do in order to reduce the risk for hate-motivated, political, or extremist violence.



FOSTER EMOTIONAL WELLNESS

PROMOTE FLEXIBLE THINKING

REDUCE PROBLEMATIC INTERNET USE

ADVANCE SAFETY AND FAIRNESS INCREASE BELONGING FOR ALL

Active Interventions

We also know from years of research that certain **key practices** have a positive effect on one or more of these five areas. We can think of them as the active ingredients that go into interventions and make them work.

Active Intervention Ingredients (targeting the 5 core tasks)	FOSTER EMOTIONAL WELLNESS	PROMOTE FLEXIBLE THINKING	REDUCE PROBLEMATIC INTERNET USE	ADVANCE SAFETY AND FAIRNESS	INCREASE BELONGING FOR ALL
Mindfulness	\bigcirc				
Planfully engaging in pleasurable activities					
Values-aligned activity					
Volunteering					
Positive relationships w/leaders or officials (e.g. teachers, police, elected officials, religious leaders)					
Collectively working towards a shared goal					
Emotional literacy					
In-person contact					
Civil dialogue					
Creative expression	\bigcirc				
Exposure to different ideas					
Shared group identity					
Physical activity/exercise					
Feeling seen, heard and understood					

Following are two primary prevention approaches that build on these evidence-based active ingredients to target the five core tasks and prevent hate-motivated violence before it begins.

Approach I: Spice Rack

Most communities are already doing things that include some of these practices. In fact, common activities in a community such as having a running club or an arts fair already include some of the active ingredients like 'physical activity', 'in-person contact', or 'shared group identity'. The below table gives some examples of different **community activities** that may already be present and in some way *addressing one or more core task*; you can think of these activities as a **community buffet of prevention dishes**:

PHYSICAL	GROUP-BASED	CIVIC ENGAGEMENT	EVENT/ENTERTAINMENT	COMMON IDENTITY
Running group School sports Gym Yoga Community gardening Zumba or aerobics Walking groups	Garden club Reading groups Singing group Video game clubs PTO Religious institutions and gatherings	Town meetings Committees Volunteering Community clean up days Open firehouse visit days/ touch a truck Police academy for youth or citizens Police attendance at events Citizen input at committee meetings	Free community music events Poetry slam Bookstore readings Community theater Bingo Square dance Storytelling	Town arts fair School sports World fair Cultural events Open studios

FOR EXAMPLE:

Let's say there's a walking group...

Under the 'spice rack' approach to prevention we think about how to take the existing activities that are already happening in a community—think of these as the basic dishes on a buffet table—and make them even more powerful for preventing hate-motivated violence by expanding their reach and impact by adding 'spices' from the active ingredients list.

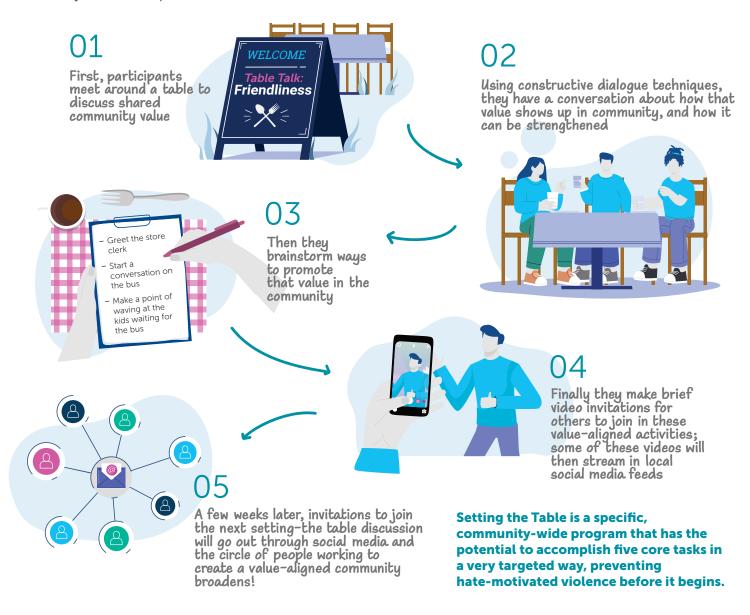


Approach II: Setting The Table

Every community has its activists who are willing to put energy into what they care about. 'Setting the Table' begins by engaging these natural leaders in a conversation about shared community values. These leaders then become the catalysts for conversations about how to move the community into greater alignment with these shared values.

Setting the Table is an approach built out of scientific evidence about what works to reduce hate-motivated violence. Under Setting the Table, we **train community members to convene and lead discussions** in small groups around a shared community value. These conversations take place around a table-restaurants, picnic tables, library tables, wherever-on the same day. Each table will **choose a value that they share that brings them together** (e.g. friendliness, faith, honesty, empathy, family). Participants then have a constructive dialogue about the chosen value and activities or actions that embody that value. Group members will be asked to make brief **video invitations to others who share their value to join them** in actions and activities that align with this community value, and also to join in the next Setting the Table discussion.

Over the following weeks these video invitations will be geolocated in social media feeds so that the community is flooded with invitations to join in value-aligned practices (both large and small) and to turn out for community events that align with that value. At the end of the three weeks invitations to join a community table discussion will go out, and the cycle can be repeated.



Appendix C:

Examples of Specific Programming to Promote Flexible Thinking

• Promote constructive dialogue

 Example 1: Convene a series of workshops of civic leaders and activists on promoting flexible thinking and fostering constructive dialogue. These could be scheduled adjacent to the any existing meetings that may include various leaders, activists, and community members.

Increase access to diverse ideas

- Example 1: Staff a booth at the farmer's market where people respond to the same object/picture/writing with their perspectives
- Example 2: Host a screening of the movie 'Observer' https://www.observerfilm.org/, inviting a diverse audience

Engage in values-aligned activities

- Example 1: Organize ""Compassion Walks" where participants are encouraged to greet neighbors, notice needs (e.g., litter, safety concerns), and reflect on ways to support others.
- Example 2: Create a 'Community Visioning board' where residents express their hopes for an equitable city through drawings, words or photos

Collectively work towards a shared goal

Example 1: Launch a 'photo voice' project where residents are asked to submit photos related to a theme such as 'Change in our community'. Entries can document changes that have occurred, or changes that they would like to see. Short text entries can explain why their photo exemplifies the change they want to celebrate or change they believe is needed. Photos can be posted on a website or community board.

Appendix D:

One-Page Proposal Template: Development Funds for Planning a Hate-Motivated Violence Prevention Pilot

Project Title: [Suggested: "Building Belonging: A Community-Led Approach to Preventing Hate-Motivated Violence in Albany"]

Background & Need:

The Albany community, like many others, faces growing concerns about hate-motivated violence and social division. While the community benefits from rich civic engagement, diversity, and existing prevention efforts, there are gaps in coordinated action, inclusion of underrepresented voices, and proactive primary prevention. Hate-motivated violence is fueled by isolation, rigid thinking, and social fragmentation—risk factors that can be addressed through a values-driven, public health approach.

Questions to Discuss & Customize:

What specific local concerns or incidents highlight this need?

Vision & Goals:

We envision an Albany where all residents feel valued, safe, and connected. This initiative aims to prevent hate-motivated violence by fostering flexible thinking, belonging, and shared community values such as **Respect**, **Equity**, **Responsibility**, and **Trust**. The goal of this planning phase is to collaboratively design an inclusive pilot program that reflects community needs and strengths.

Questions to Discuss & Customize:

- What long-term community changes do you hope to inspire?
- What shared values will guide the process?

Proposed Planning Activities:

- Convene a diverse planning group including community organizations, underrepresented voices, and academic advisors.
- Host community conversations to refine program design and gather feedback.
- Identify pilot activities that promote flexible thinking and values alignment
- Develop an evaluation and sustainability plan.

Questions to Discuss & Customize:

- Who should be at the table (specific organizations, communities, individuals)?
- What methods will ensure inclusive engagement and decision-making?
- Which of the following approaches to promoting flexible thinking will be targeted, and what specific activity or activities will be selected to pilot?
- 1. Promote constructive dialogue
 - **Example**: Convene a series of workshops of civic leaders and activists in Albany on promoting flexible thinking and fostering constructive dialogue
- 2. Increase access to diverse ideas
 - **Example:** Staff a booth at the farmer's market where people respond to the same object/picture/writing with their perspectives
 - Example: Host a screening of the movie 'Observer' https://www.observerfilm.org/, inviting a diverse audience
- 3. Engage in values-aligned activities
 - **Example**: Organize ""Compassion Walks" where participants are encouraged to greet neighbors, notice needs (e.g., litter, safety concerns), and reflect on ways to support others.
 - **Example**: Create a 'Community Visioning board' where residents express their hopes for an equitable Albany through drawings, words or photos
- 4. Collectively work towards a shared goal
 - Example: Launch a 'photo voice' project where residents are asked to submit photos related to a theme such as 'Change in our community'.
 Entries can document changes that have occurred, or changes that they would like to see. Short text entries can explain why their photo exemplifies change they want to celebrate or change they believe is needed. Photos can be posted on a website or community board.

Anticipated Outcomes of the Planning Phase:

- A detailed pilot program design rooted in local values and community priorities.
- A partnership map and shared leadership framework.
- A funding strategy and evaluation plan ready for implementation phase proposals.

Questions to Discuss & Customize:

What data will help tell the story of our program's impact?

Funding Request & Use of Funds: We are seeking \$[Insert Amount] to support facilitation, stipends for community participants, materials, and planning coordination for a 6-month design phase.

Questions to Discuss & Customize:

- What is the realistic cost of this planning phase?
- What in-kind contributions could supplement this work?
- What potential funding sources should receive this proposal?
- Who is an appropriate lead to receive and steward any funding received?

Lead Organization & Contact: [Insert Lead Organization Name]

[Insert Contact Person Name, Title, Email, Phone]