



STAND-UP

Standing up against hate in the EU

HATE CRIME & HATE SPEECH VICTIMS SUPPORT HANDBOOK



alda *



European Association
for Local Democracy

The Project



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1. Summary

1.1 Stand - Up project

STAND-UP aims to establish a public authority-led, multi-agency model for **countering hate crimes**. The model was designed and verified through a participatory design process and a 6-month piloting period.

The activities designed jointly by the partners are comprehensive and tackle the topic of hate crimes and hate speech crimes. The project plans to achieve and create:

- **Technological instruments** to enhance monitoring of the phenomenon and inter-agency data exchange
- A co-designed standardised **definition of hate crime**,
- Two compatible **models for hate crime reporting** (for law enforcement and CSOs respectively),
- A multi-agency **handbook for victim support**,
- **Training activities target public authorities** (law enforcement and judicial bodies in particular), as well as CSOs.
- **Virtual Reality case simulations support training** on sensitive questioning at investigation and prosecution,
- **Activities to raise awareness of STAND-UP** and its outcomes, as well as to heighten awareness of hate crime and its impact on victims, are carried out throughout the project.

From a methodological perspective, STAND-UP strives to create a comprehensive and holistic counter-hate crime framework that covers all components of the counter-hate process (reporting-investigating-prosecution-prevention (RIPP)), embedded within a framework of victim support. In this way, the project ensures the complementarity of the work of different actors, leading to a streamlined and more efficient RIPP cycle, better victim support, and higher levels of trust between CSOs, law enforcement, judiciary, and victims.

1.2 OSINT at glance

The Open source intelligence (OSINT) is used to understand hateful sentiments and speech in localised contexts, helping public authorities and CSOs to identify areas of intervention, at-risk groups, and the weight of hateful sentiments expressed online as an indicator of physical acts of hate offline, all multi-factorially disaggregated. A platform is developed for interagency data exchange.

The OSINT tool rented within the framework of the project, by the Prosecution Offices of Trento and Venice is a platform which allows the users to analyse online behaviour based on certain parameters, either extensively or through specific targets.



The system is based on three technologies: OSINT, SIGINT (tools for phone extractions, interceptions and trojan horses) and HUMINT, i.e., intelligence activities consisting of gathering information through interpersonal contacts, humans work on how to deepen the data emerging from digital platforms, interrogations and perquisitions. These activities are mainly carried out for cyber investigations, however the OSINT platform can play an important role for preventive activities.

1.3 Hate crime & hate speech victims support handbook

The hate crime & hate speech victims support handbook aims to offer support to public authorities (in particular LEAs and judicial bodies) throughout the RIPP cycle, offering guidelines and best practices to strengthen victim support and protection in the process. The handbook is also promoting cooperation with CSOs to ensure the prioritisation of victim protection (as per Victims' Rights Directive) & encourage "sensitive investigation and prosecution". The handbook will be used throughout the project implementation and activities and then shared with public authorities to be used for its intended purpose.

1.4 Terminology

Abusive texts, emails or phone calls

Direct harassment via different communication channels with the intent to hurt, control or provoke that can result in psychological damage. Abusers often misuse technology to control, monitor and harass victims.

Assault

An assault is the act of inflicting physical harm or unwanted physical contact upon a person or, in some specific legal definitions, a threat or attempt to commit such an action.

Cyber bullying

Cyberbullying is bullying that takes place over digital devices like cell phones, computers, and tablets. Cyberbullying can occur through SMS, text, and apps, or online in social media, forums, or gaming where people can view, participate in, or share content¹. Cyberbullying includes sending, posting, or sharing negative, harmful, false, or mean content about someone else. It can include sharing personal or private information about someone else causing embarrassment or humiliation.

Damage to property

Property damage is damage or destruction of real or tangible personal property, in this case as an act of willful destruction with the intent to injure or threaten the victim.

¹ What Is Cyberbullying. (2021, November 5). StopBullying.gov. Retrieved February 20, 2023, from [https://www.stopbullying.gov/cyberbullying/what-is-it]



Discrimination

A situation in which one person is treated less favourably on grounds such as sex and gender, age, nationality, race, ethnicity, religion or spiritual belief, health, disability, sexualorientation or gender identity than another person is, has been or would be treated in a comparable situation.

Extortion

Extortion consists of obtaining property from another through the wrongful use of actual or threatened force, violence, or fear².

Hate crime

Hate crime can be defined as “Criminal acts motivated by bias or prejudice towards particular groups of people. To be considered a hate crime, the offence must meet two criteria: First, the act must constitute an offence under criminal law; second, the act must have been motivated by bias”³. “A hate crime has taken place when a perpetrator has intentionally targeted an individual or property because of one or more identity traits or expressed hostility towards these identity traits during the crime”, according to the Organization for Security and Co-operation in Europe (OSCE)’s Office for Democratic Institutions and Human Rights (ODIHR).

Hate speech

Hate speech covers many forms of expressions which advocate, incite, promote or justify hatred, violence and discrimination against a person or group of persons for a variety of reasons⁴.

It poses grave dangers for the cohesion of a democratic society, the protection of human rights and the rule of law. If left unaddressed, it can lead to acts of violence and conflict on a wider scale. In this sense hate speech is an extreme form of intolerance which contributes to hate crime.

Homophobia and Transphobia

Homophobia is the fear or discomfort with or mistrust toward people who are lesbian, gay or bisexual. Transfobia is fear, hatred, discomfort or mistrust toward people who are transgender, genderqueer or do not identify themselves with traditional gender norms.

Intersectional Approach

Acknowledgement of systemic discrimination due to sexual orientation and identity, gender and gender identity, race, economic status, immigration status, national origin,

² United Nations Office on Drugs and Crime (UNODC). (n.d.). Office on Drugs and Crime. United Nations Office on Drugs and Crime (UNODC). Retrieved February 20, 2023, from [<http://www.unodc.org>]

³ Hate Crime – Victim Support Europe. (n.d.). Victim Support Europe. Retrieved February 20, 2023, from [<https://victim-support.eu/help-for-victims/info-on-specific-types-of-victims/hate-crime/>]

⁴ Council of Europe. (n.d.). Verbal violence and hate speech. Le Conseil de l'Europe. Retrieved February 20, 2023, from [<https://www.coe.int/en/web/gender-matters/verbal-violence-and-hate-speech>]



and ability. The idea is that multiple identities intersect to create a whole that is different from the component identities.

Offensive Graffiti

Offensive Graffiti means graffiti that is racial, sexual, politically offensive, insulting to the general community or any wording that is reported by the public as offensive⁵.

Sexual harassment or abuse

Sexual harassment any form of unwanted verbal, non-verbal or physical conduct of a sexual nature occurs, with the purpose or effect of violating the dignity of a person, in particular when creating an intimidating, hostile, degrading, humiliating or offensive environment⁶.

Verbal abuse

Verbal abuse is a type of emotional abuse. It is when someone uses their words to assault, dominate, ridicule, manipulate, and/or degrade another person and negatively impact that person's psychological health⁷. Verbal abuse is a means of controlling and maintaining power over another person. Verbal abuse may be relevant to the background of the victim, such as their religion, culture, language, (perceived) sexual orientation or traditions. Depending on the most emotionally sensitive areas of the victim, abusers often consciously target these issues in a way that is painful, humiliating and threatening to the victim⁸.

Threatening behaviour

Threatening behaviour is considered to be intimidation or intentional behaviour that causes another person to fear injury or harm. Includes words, actions, or behaviours that reflect a serious intention to instil fear in another person or the intent to cause physical or mental harm that could lead to psychological or physical harm of another person.

⁵ Offensive Graffiti Definition. (n.d.). Law Insider. Retrieved February 20, 2023, from [https://www.lawinsider.com/dictionary/offensive-graffiti]

⁶ European Institute for Gender Equality. (n.d.). Sexual harassment. European Institute for Gender Equality. Retrieved February 20, 2023, from [https://eige.europa.eu/thesaurus/terms/1376]

⁷ Very Well Mind. (n.d.). Home page. Verywell Mind - Know More. Live Brighter. Retrieved February 20, 2023, from [http://www.verywellmind.com]

⁸ Council of Europe. (n.d.). Verbal violence and hate speech. Le Conseil de l'Europe. Retrieved February 20, 2023, from [https://www.coe.int/en/web/gender-matters/verbal-violence-and-hate-speech]



2. Hate speech crimes Victims' rights in the EU

“Every year, an estimated 15% of Europeans or 75 million people in the European Union fall victim to hate crime. More and more people are travelling, living or studying abroad in another EU country and can become potential victims of crime”. This citation comes from the section dedicated to Victims' rights in the EU⁹ on the website of the European commission. According to the European Union Agency for Fundamental Rights, report “Encouraging hate crime reporting: the role of law enforcement and other authorities”¹⁰, 9 of 10 victims fail to report attacks anywhere.

To ensure the support and protection of victims, the EU established a Victims' Rights Directive¹¹. This new provision “[...] establishes minimum standards on the rights, support and protection of victims of crime and ensures that persons who have fallen victim to crime are recognised and treated with respect. They must also receive proper protection, support and access to justice”. The provisions of this Directive were implemented into the respective national legislation of EU countries before 16 November 2015.

A strong legal framework is crucial to create an environment where victims will feel safe and confident to report hate/hate speech crimes. Making sure that citizens are aware of their rights is an important step in ensuring that crimes will be reported. This handbook considers the following rights as most important in the process of reporting hate/hate speech crimes.

1. The right to information
2. The right to support services
3. The procedural rights
4. Right to access victims' support services
5. Protection of victims and recognition of victims with specific protection needs

2.1 Support victims and witnesses

Who are hate crime victims?

When defining the victims of hate/hate speech crimes, we need to introduce the most important concepts connected to these phenomena.

⁹ Council of Europe. (n.d.). Verbal violence and hate speech. Le Conseil de l'Europe. Retrieved February 20, 2023, from [https://www.coe.int/en/web/gender-matters/verbal-violence-and-hate-speech]

¹⁰ European Union Agency for Fundamental Rights. (2021, July 7). Encouraging hate crime reporting - The role of law enforcement and other authorities. European Union Agency for Fundamental Rights. Retrieved February 20, 2023, from [https://fra.europa.eu/en/publication/2021/hate-crime-reporting]

¹¹ EUR-Lex. (n.d.). EUR-Lex - 32012L0029 - EN - EUR-Lex. EUR-Lex. Retrieved February 20, 2023, from [http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1421925131614&uri=CELEX:32012L0029]



Hate crimes are criminal acts motivated by bias or prejudice towards particular groups of people. Hate crimes comprise two elements: **a criminal offence** and **a biased motivation**. A hate crime has taken place when a perpetrator has intentionally targeted an individual or property because of one or more identity traits or expressed hostility towards these identity traits during the crime.

While according to the COE CM/Rec(2022)16 of the Committee of Ministers to member States on combating hate/hate speech crimes is understood as **all types of expression that incite, promote, spread or justify violence, hatred or discrimination against a person or group of persons**, or that denigrates them, because of their real or attributed personal characteristics or status such as “race”, colour, language, religion, nationality, national or ethnic origin, age, disability, sex, gender identity and sexual orientation.

Oxford Dictionary defines the **victim** as “a person harmed, injured, or killed as a result of a crime, accident, or other event or action.”

Considering the definition of these crimes and the definition of victim, it can be deduced that all individuals that were harmed, injured, killed or suffered a result of hate/hate speech crimes related crimes are considered victims of those crimes.

Types of hate/hate speech crimes that can occur

To gain a comprehensive and detailed picture of hate and discriminatory climate in the EU, the project partners organised 3 focus groups in Italy, Spain and Greece. Standing up against hate in the EU workshop took place in the period of May-June 2022. With the engaged local stakeholders, the partners mapped the most recurrent hate/hate speech crimes on the territory of the relevant countries taking into consideration different thematic areas.



The types of crimes are presented as follows:

| Sexual orientation | Gender Identity | Race | Religion and Ethnicity | Other |
|--|---|--|--|---|
| Rape, Hate speech, Verbal abuse, Harassment and aggression, Physical attacks, Battery, Abuse and violence. | Domestic violence, Physical and sexual abuse, Exclusion, Physical and verbal harassment, Stalking, Murder, Aggression | Insult, Hate Speech, Exclusion, Physical abuse, Defamation and verbal harassment, Discrimination in the workplace, Physical assaults, Physical, verbal and institutional aggression | Destruction of cultural and religious sites, Defamation, Property damage, Insult, Verbal abuse, Hate Speech, Exclusion | Bullying, Cyberbullying Property damage, Homicides, Torture |

Impact of hate crimes

Crimes and events motivated by hate have a devastating impact not only on the victim but also on their family community. While they can start as small incidents and minor crimes, they easily escalate to more frequent and major crimes, if not tackled appropriately. In the case of continuous crimes and offences, victims will suffer from permanent emotional damage and long-term trauma that will affect their lives and the lives of their close ones.

The most frequently reported emotional responses by victims are anger, fear, and sadness. They have tendencies to isolate themselves, change lifestyles and relocate so that they would not have to suffer any more violence. The fear of repeating the trauma will follow the victims for the rest of their lives and influence their way of living if it is not properly treated. The sense of not belonging can increase and badly influence family relationships, even in the case of supporting family.

When attacks are directed at groups of victims, the crimes tend to have a greater impact, making the victims feel un-welcomed and unsafe in the community. Victimising the entire group will lower feelings of safety and security, furthermore, witnessing the discrimination can lead to psychological distress and lower self-esteem.



It is important to highlight that also the community feels the impact of hate/hate speech crimes. Tensions from hate/hate speech crimes are expected, both isolated and frequent incidents, as well as feelings of fear and distress in the community. In case of no appropriate response from authorities, the community will lose faith in the police and the criminal justice system.

2.2 A victim-centred approach to support

Putting victims first and centre is crucial to make them feel safe, to openly speak of their experience and to seek help and advice. The victim-centred approach is widely accepted and **implemented by international agencies and local authorities** as the approach fosters listening to the victims, avoids the repetition of trauma and focuses on the safety, rights and well-being of victims. The objective is to foster empathy while working with victims and prioritise a non-judgmental and safe space for them to open up and get back control.

The victim-centred approach concentrates on **services that are accessible and appropriate for every victim that seeks assistance**. The services are created following the individual circumstances of the victims, making sure that they are specific and appropriate, as well as accessible both from a physical and cultural point of view. Apart from primary victims, this approach also includes secondary victims, witnesses, and the community as they can be impacted by the crimes.

In 2020, UNHCR issued a Policy on a Victim-Centred Approach¹², for the first time in the UN system. Although the policy is concentrated on sexual misconduct, the key principles can be universally applied to victims of all types of hate/hate speech crimes. **The principles are as follows:**

1. Well-being, protection and security first – Fostering a principle of “do no harm”

To ensure that the victim feels safe and comfortable, the first step while assisting is to create a safe space while taking into consideration victims’ rights, dignity and well-being. In this phase, the assistance procedure may be required to propose security measures to protect the victims against re-traumatization, re-victimization and retaliation. The principle of “do not harm” entails just that, it proposes actions to avoid exposing victims to additional risks. The service providers need to take into consideration the broader context of the crime and mitigate potential negative effects on the victim, the victim’s family, the community and beyond. Apart from security measures, this principle can

¹² United Nations High Commissioner for Refugees. (n.d.). A Victim-Centred Approach. UNHCR. Retrieved February 20, 2023, from [<https://www.unhcr.org/victim-care.html>]



involve other stakeholders such as health providers, humanitarian actors and other professionals.

2. Assistance and support offered to victims

Assistance and support are offered to all victims of hate/hate speech crimes, no matter the circumstances. This principle ensures that the victim will obtain assistance, leaving it to the victim to choose if they want to initiate an official procedure, be part of further investigation or other procedures. The support should follow an opt-out model, where the service providers assume consent until the victim officially takes action to revoke permission.

3. Non-discrimination - where every victim is entitled for the most appropriate response

Every hate/hate speech crime will be followed by an appropriate response leaving aside the skin colour, race, sexual orientation, gender identity, language, religion of the victim, political opinions, and any personal characteristics such as birth, health, property, origin and any other characteristic that can be the object of discriminatory actions.

4. End-to-end, holistic approach, from the moment of detection to the conclusion of the process.

An end-to-end approach entails that the service providers will provide the appropriate support and assistance from the beginning to the end, delivering complete assistance. This process starts naturally at the detection of the crime, follows through potential official proceedings and ends at the potential conclusion connected to the crime, official or not. In some cases, the support can go beyond the conclusion of the process, depending on the circumstances. The providers of support need to be trained in the specific processes that this approach can entail in the context of their national programmes and laws.

5. Give (back) a measure of control of the process to the victim, to the feasible extent

Victims share that in most cases they feel helpless while they fall victim to crime, that's why it is imperative to create an environment where they take back control. This covers any information they would share, as well as the assistance and support that they would seek and obtain, and potential official proceedings. In certain circumstances, the authorities can act without considering the victim's opinion, while explaining their reasons clearly to the victim.

6. Confidentiality and informed consent

The victim will be informed about the confidentiality of the process and the scope of the concept of consent before relevant processes and actions of the authorities and service providers, preferably before the victim shares details. These concepts may vary



depending on international, national or regional laws and procedures. All stakeholders involved in the process of offering support and assistance need to familiarise themselves with the local context and procedures.

7. Ask and listen without bias or judgement

While creating a safe space for victims and witnesses, it is important to ensure an environment without bias and judgement. Relevant actors need to show empathy and avoid making assumptions of guilt or innocence. The victim or witness needs to feel the confidence to give the testimony and be believed.

8. Information - Keep the victim informed

The flow of information directed to the victim needs to be well coordinated and shared promptly. The victim needs to receive regular information about actions and procedures that entail the support process. The information sharing needs to start at the first meeting, where the responsible persons will be precise how the communication channel and flow work, and the type of data the victim is entitled to receive. In this process, all of the stakeholders will coordinate to ensure that the communication is uninterrupted while maintaining relevant confidentiality laws and boundaries.

9. Child victims approach that is consistent with the Convention on the Rights of the Child.

The support and assistance provided to victims below 18 years of age are provided in a manner consistent with the Convention on the Rights of the Child (CRC)¹³, in particular, the principle of the “best interests of the child”, as per article 3 of the CRC. Children have the right to freely express themselves in accordance with their level of maturity, as the process and procedures are affecting them in a meaningful way.

10. Due process explained to the victim and how it affects the alleged perpetrator

Due processes vary per country and local laws. Victims need to be informed about all procedures that the official process entails, what are the rights of the alleged perpetrator and how those procedures will affect both the victim and the perpetrator.

¹³ Office of the High Commissioner for Human Rights. (n.d.). Convention on the Rights of the Child. OHCHR. Retrieved February 20, 2023, from [<https://www.ohchr.org/en/instruments-mechanisms/instruments/convention-rights-child>]



3. The Role of CSOs

3.1 Providing adequate support to hate/hate speech crime victims considering their needs

CSOs are the most relevant actors in the victim support systems as they can show the most experience and are well informed about the best source of information on the experiences of victims. **They monitor hate/hate speech crime, put in place extensive research on victims' needs, prepare reports, publications, and toolkits for all stakeholders from the public and civil sector.** Their practical knowledge is based on direct contact with targets of hate/hate speech crimes, and they already have established a relationship of trust with their target groups and a positive reputation in their communities. Their contribution in creating victim support structures is crucial.

Under the Victims' Rights Directive¹⁴, the members states are obliged to provide support to hate crimes victims, with Article 9 stipulating the minimum support that a victim needs to receive:

- 1. Information, advice and support relevant to the rights of victims** including on accessing national compensation schemes for criminal injuries, and on their role in criminal proceedings including preparation for attendance at the trial;
2. Information about or direct referral to **any relevant specialist support services** in place;
- 3. Emotional and, where available, psychological support;**
- 4. Advice** relating to financial and practical issues arising from the crime;
5. Advice relating to the **risk and prevention of secondary and repeat victimisation**, of intimidation and of retaliation.

Local, national, or international CSOs have the capacity and the knowledge to offer the support stipulated by the Victims' Rights Directive and much more, which makes the partnership between civil and public sectors invaluable in providing support to victims.

¹⁴ EUR-Lex. (n.d.). EUR-Lex - 32012L0029 - EN - EUR-Lex. EUR-Lex. Retrieved February 20, 2023, from [http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1421925131614&uri=CELEX:32012L0029]



3.2 Ensuring access to support services for victims

The lack of adequate support that member states can provide and the low number of hate/hate crime victims seeking support from competent authorities has created the need for coordinated support structures or networks.

Public authorities are aware of the specific needs of hate crime victims, but the **support services are usually fragmented, geographically not covering a community as a whole** and not always easily accessible for all victims. The solution is to coordinate different mechanisms, general and specialised, and public or private to consolidate the support services.

An essential step that competent authorities should take is to map existing services, both public and private and to increase cooperation with the civil society sector in the form of agreements, networks, or different arrangements. LEAs need to get familiarised with possible solutions and support CSOs can offer. In practice, they usually refer victims to the public support systems, as they are not aware of the full potential of the other sectors. That's why **consolidating all possible support systems can have a crucial role in ensuring equal and adequate access to support systems.**

Another system that can be developed is a referral mechanism, where the LEAs in cooperation with CSOs can establish protocols and arrangements, which will facilitate access to appropriate support. These mechanisms will not only include public authorities and civil society organisations but also schools, hospitals, welfare services etc. A system such as this will also take into consideration that the victim maybe is not confident to make a formal complaint.

3.3 Working towards sustainability of support service providers such as CSOs and/or community-based organisations

Civil society and community-based organisations provide tailor-made support to victims, advocate and raise awareness for hate/hate speech crimes but have some difficulties remaining sustainable due to limited financial and other resources. While they rely on different EU programmes and projects to reach sustainability, other possibilities to allocate the appropriate resources are always welcomed. This is another example where partnerships with the public sector can be helpful. The public sector can establish national funds, develop partnerships to apply for projects and create formal service agreements with the civil society sector to ensure the sustainability of the established support systems.



3.4 Approaching LGBTI community hate crimes

According to the 2022 ILGA Europe Annual review¹⁵, **more than 31% of LGBTIQ+ people across Europe have been victims of hate/hate speech crimes**. The report also underlined that state-sponsored hate speech from politicians, journalists and media targeting LGBTIQ+ people has been frequent. Overall, Violence toward LGBTIQ+ people concerns global issues. Impunity for acts of violence toward LGBTIQ+ community members is too often marginalised and silenced.

Most of the time, violence moved toward the LGBTIQ+ community is based on their sexual orientation or gender identity. **Discrimination moved against people part of the LGBTIQ+ community moves on several levels**. Indeed, in everyday life, one can find barriers in the world of sports, religion, public services (such as access to health care) or even for access to the world of work.

Usually, **few people report LGBTIQ+ hate speech abuse**; most of them are not reported because the victim felt that the violence was not serious enough to need to be reported to law enforcement authorities¹⁶. Other reasons concern the lack of information or sponsorship regarding the existence of NGOs that can provide concrete help to victims of homophobic and transphobic violence. Others, after, do not feel able to report violence to judicial authorities because they do not understand it or because they do not have the right tools to accommodate the complaint. As a result, very often violence against the LGBTIQ+ community is under-reported.

Support for LGBTIQ+ hate speech victims can be developed through reporting, investigation, and court proceedings. The basic support provided to all hate speech victims is the same and is composed of: emotional support, informational support, instrumental support and companionship. However, it is necessary to imagine a community-targeted support measure, especially because victims of such crimes are particularly vulnerable¹⁷.

Specific measures devoted to collecting LGBTIQ+ hate victims' complaints and providing them with effective support are:

- Do not presume that every LGBTI person is open to everyone about their sexuality or gender identity, so it is necessary to make sure they feel comfortable to confide in you. **Do not force them to make a public coming-out;**

¹⁵ ILGA-Europe. (2022, April 27). ANNUAL REVIEW. ILGA-Europe. Retrieved February 20, 2023, from [https://ilga-europe.org/files/uploads/2022/04/annual-review-2022.pdf]

¹⁶ Stonewall. (2017). LGBT in Britain, Hate Crime and Discrimination. Stonewall, Acceptance without exception. Retrieved February 20, 2023, from [https://www.stonewall.org.uk/system/files/lgbt_in_britain_hate_crime.pdf]

¹⁷ GALOP LGBT+. (n.d.). Working with Victims of Anti-LGBT Hate Crimes. Working with Victims of Anti-LGBT Hate Crimes A Practical Handbook. Retrieved February 20, 2023, from [https://www.report-it.org.uk/files/working-with-victims-of-anti_lgbt-hate-crimes-1.pdf]



- Take into account that **official documents might not reflect the true victim's gender identity**. Some transgender people might have been perceived with a different gender and name on their identity document.
- Be aware that LGBTI persons might identify with words or terms that they are not familiar with. **It is appropriate to ask professionally and respectfully to which gender they prefer to be referred.**
- **Apologise if you do not understand someone's identity at first** and realise you have made some mistake speaking with them.
- **Protect everyone's privacy**, especially working with LGBT people. Disclosing some information might have a huge impact on the person's life.

3.5 FLAG!Asso in France

Launched in 2020 during the first Covid-19 pandemic breakdown, the **FLAG! Mobile application** that helps witnesses and victims of hate/hate speech crimes against LGBTQI+ members to report it in a simple and fast way. Only during its first year the app collected 3,896 incidents¹⁸. The facts reported correspond to two main areas of concern:

- **Everything that refers to insults**, discriminations, threats, harassment and provocation to hatred on the Internet (1,229 reports corresponding to 2,916 incidents) and
- **Harassment**, insults, violence of all kinds, property of all kinds, attacks on property and discrimination experienced in daily life outside the Internet (444 reports corresponding to 1,039 incidents).

This large preponderance of offences on the Internet is almost exclusively linked to the use of social networks, which alone account for more than 70% of all 1,573 reports made on the application during the first year. Another interesting peculiarity to underline is the fact that the majority of crimes have been reported by witnesses, 63% of cases.

The app is a quick, easy and affordable tool for everyone to report a hate crime within the LGBTQI+ community. In addition, reporting can also be accessed through the association's website without having to download the app to your smartphone¹⁹. The reporting procedure is as follows:

- Declare if you are a citizen or an agent or employee of a partner;
- Location of the reported act
- Type of act
- Category of act

¹⁸ Cavirot, J. (2021, May 17). Association FLAG! association FLAG! Retrieved February 20, 2023, from [https://www.flagasso.com/images/documents/app_mobile/rapports_annuels/lgbt-quadriintercouv_final.pdf]

¹⁹ Association FLAG! (n.d.). FLAG! - Faire un signalement. association FLAG! Retrieved February 20, 2023, from [https://www.flagasso.com/?Itemid=237]



- Information about the perpetrators
- Additional factual information
- Victim information

3.6 Working with allies at the national level

It is essential to propose different ways to report a hate crime. Indeed, **victims do not always feel comfortable reporting the incident to the police**. There is a need to establish independent third-party reporting centres (Third Party Reporting) in local communities. The involvement of local NGOs or other community groups with the support of community police is desirable in establishing such facilities.

Third-party reporting centres are thus another option for victims to report a hate crime. **To support these initiatives, reporting procedures and forms need to be developed, as well as documents with which incidents are reported to independent third-party centres**. The factsheet has to contain all the information needed by the police, to transmit the incident. To have an efficient system and to guarantee a victim-based approach, it is important to guarantee network and cross-sectoral cooperation. **Other reporting methods include:**

- 24-hour hotlines
- online reporting to the police and NGOs
- reporting centres to independent third parties
- online reporting through other channels

The various methods of reporting hate crimes must be made available to a broader or targeted audience. Awareness campaigns or, other means can be used to ensure that the various reporting options are known and readily accessible.

Developing good community relations and building trust with the police

Underlying any partnership or joint intervention aimed at combating hate crimes must be good relations between different communities and between communities and the police. Similarly, other institutions and local actors also have a responsibility to establish and foster good relationships with communities. Any program concerning the police must necessarily go beyond a strong presence on the ground and patrols on the streets, however essential. The goal of building trust between the police and the local community requires commitment at every level, through both formal (independent consultation groups) and informal (contact points, presence on the streets) mechanisms, 365 days a year. The commitment must be constant and long-term, not just when problems are felt²⁰.

²⁰ IRIS - Istituto per la Ricerca Sociale. (2020). Il contributo del progetto CO.N.T.R.O. all'analisi del fenomeno dell'odio online e alla definizione di possibili soluzioni u. UNAR - Ufficio Nazionale Antidiscriminazioni Razziali. Retrieved February 21, 2023, from [https://www.unar.it/portale/documents/20125/50788/RAPPORTO-FINALE-CONTRO_DEFINITIVO.pdf/41d5e8a2-8a00-a389-647b-1fd79f4c65f0?t=1619775596814]





21 Overall view of relevant factors to Good Relations (domains, services, other actors)

Tools for developing partnership networks to effectively combat hate crimes Judicial and Territorial policing

To be successful, community policing needs to work closely with the various demographic groups, addressing community issues and responding to the concerns of the people and other local stakeholders involved in daily life. This commitment should be continuous and coupled with an effective action plan to be adopted in case of critical, explosive and very violent situations. It is appropriate for the police to use different methods to establish a good relationship with the community (making sure they are perceived as part of the community), while also aiming to eradicate beliefs and attitudes that can result in discrimination, tears in society and, over time, hate crimes.

Preventive policing reduces violence, develops the cooperation network and improves information management. The goal is to increase impact over the long term by developing more effective partnerships that lead to stronger policing and ultimately a crime reduction. The following is a non-exhaustive list of methods and actions that can be taken by the police to prevent hate crimes.

²¹ LOCAL ACTION PLAN: ADDRESSED TO LOCAL AUTHORITIES AND PROXIMITY POLICE FOR TACKLING RACISM, XENOPHOBIA AND OTHER FORMS OF INTOLE. (n.d.). Ministerio de Inclusión, Seguridad Social y Migraciones. Retrieved March 28, 2023, from page 23 [https://www.inclusion.gob.es/oberaxe/ficheros/documentos/PLAN_DE_ACCION_INGLxS_vinculado.pdf]



| Table 1 JUDICIAL/TERRITORIAL POLICY | | |
|--|---|--|
| METHOD /PROTOCOL | ACTIONS AND TOOLS | EFFECTS ON GOOD COMMUNITY RELATIONS |
| INFORMATION GATHERING ▪ detection | Using official and unofficial methods to assess the local situation. → Understanding and detecting early warning and risk factors of xenophobic activities in the community. → Community engagement: presence on the ground and establishing relationships with community members and local actors | Trust and Interaction |
| RELATIONSHIP WITH EXTERNAL PARTNERS AND STAKEHOLDERS | Establishment of community relations and partnerships with local organisations. • Establishment of trust between police and community (especially marginalised groups, including people of colour, LGBTIQ+, disabled, religious minorities, Roma, etc.). • Events in the community | Interaction and Attitudes participation |
| ESTABLISHMENT OF PARTNERSHIPS AGAINST HATE CRIMES AND VICTIM SUPPORT NETWORKS | Establishment of hate crime partnerships and victim-focused service networks together with local actors who play a key role in hate crime prevention processes (to increase effectiveness and feelings of safety) including, for example: - community policing - victim support organisations - mental health services - legal assistance - ethnic minority organisations - immigrant reception centres - social services - schools/daycare centres - sports associations - libraries | Interaction and Participation trust |
| AWARENESS RAISING | Recognition and detection of hate crimes and promotion of reporting. Hate crime awareness. → How to recognize a hate crime. → Importance of reporting, how and where to report, referral options to independent centres, equality bodies - Victims' rights and support services, psychological and physical → Social media campaign ²² | Attitudes. Trust participation and Interaction |

²² UK Home Office. (2018, October 31). Hate Crime - Nationwide Campaign. YouTube. Retrieved February 20, 2023, from [https://www.youtube.com/watch?v=tdUUD7jcMV5]



| | | |
|--|---|-----------|
| SKILL DEVELOPMENT WITHIN THE POLICE FORCE | 1) Assessment of the situation within the police force using the Good Relations Measurement Tool (Annex ii): → Related to attitudes /confidence/ participation/interaction 2) Training aimed at police forces supporting marginalised communities and combating hate crimes: → Training on hate crimes. → Training on anti-racism, LGBTIQ+, multiple discrimination, gender awareness, critique of normative | Attitudes |
|--|---|-----------|

Local actors

In the fight against racism, xenophobia, and other forms of intolerance, local actors play an important role. Given their proximity to the community, they are indeed in a position to recognize early warnings and work on the ground to raise awareness about hate crimes, victims' rights, equality bodies, and the importance of reporting. **Local actors play an important role in improving good relations and cohesion within the community.**

Actors involved in civil society support, in particular, push for - people from different backgrounds to have similar opportunities.

- People know their rights and responsibilities
- People trust their neighbours and the fairness of the work of local governments.
- The commonalities of demographic groups within communities are valued and the value of diversity is recognized.

The following is a non-exhaustive list of methods that can be adopted by local actors to prevent hate crimes.

| METHOD/ PROTOCOL | ACTIONS AND TOOLS | EFFECTS ON GOOD COMMUNITY RELATIONS |
|--|---|--|
| COLLECTION OF INFORMATION ▪ survey | Using official and unofficial methods to "take the temperature" or assess the local situation. → Establishing relationships with other local actors. | Trust and Interaction |
| TRUST GENERATION/ BONDS | Establishing relationships with community police and other local authorities. → Inform police about the role of organisations active in combating hate crimes, explaining how they can help. → Partnerships with police, other local organisations, and stakeholders. | Interaction, Attitudes participation |



| | | |
|--|--|--|
| | <p>□ Building ties between the community and the police or other local authorities (police work FOR the community and OCCUPY the community)</p> <ul style="list-style-type: none"> • Organising events with the community <p>→ Getting to know each other on a human level</p> | |
| ESTABLISHMENT OF PARTNERSHIPS AGAINST HATE CRIMES AND VICTIM SUPPORT NETWORKS | <ul style="list-style-type: none"> • Establishment of anti-hate crime partnerships and victim-focused service networks together with local actors who play a key role in hate crime prevention processes (to increase effectiveness and feelings of safety) including <p>→ a SINGLE OFFICE.</p> <ul style="list-style-type: none"> - victim support organisations - mental health services - legal assistance - ethnic minority organisations - immigrant shelters - social services - schools/daycare centres - sports associations - libraries | Trust participation and Interaction |
| COMMUNITY AWARENESS | <ul style="list-style-type: none"> • How to recognize a hate crime • Importance of reporting, how and where to file a complaint, referral options to independent centres • Victims' rights • Informing victims of support services, psychological and physical • Training activities for community police and other organisations • Social media campaign²³ | Attitudes, Trust participation and Interaction |
| INTROSPECTIVE WORK (development of skills within the organisation) | <p>1) Workshops to detect good relationships within the organisation.</p> <p>2) raining activities for the organisation on:</p> <p>→ Anti Racism</p> <p>→ Institutional racism, explaining how it is embodied in the police force and ways to eliminate it</p> <p>→ LGBTIQ+</p> <p>→ Gender consciousness</p> <p>→ Criticism to norms</p> <p>→ Toxic masculinity</p> | Attitudes |

²³ UK Home Office. (2018, October 31). Hate Crime - Nationwide Campaign. YouTube. Retrieved February 20, 2023, from [https://www.youtube.com/watch?v=tdUUD7jcMVsl]



4. The Role of Prosecutors

4.1 Addressing causes of underreporting: what can improve the reporting culture?

Hate crimes are characterised by **multi-offence, under-reporting, under-recording and risk of escalation**. First and foremost, considering that they are multi-offence crimes, they produce multi-level effects. At the time, when a hate crime is committed, it primarily affects the victim. However, since the specific characteristic helps to define a common identity for a particular community, the assault does not limit its harmful effects on the victim. Likewise, **the crime offends the "minority group" of which the victims are a part**, which may lead to serious repercussions on public order and safety²⁴.

Under-reporting

Under-reporting is the phenomenon whereby victims and witnesses of hate crimes tend, for various and complex reasons, not to report them. The European Agency for Fundamental Rights (FRA) in its report published on 7 July 2021 stresses that the percentage of those who report or turn to the institutions is very low²⁵. The main reasons for this include:

- **Not having cognizance of (or rejecting) the fact that the assault is motivated by prejudice**
- **Not trusting the police force** and fearing that thorough investigations will not be activated;
- **Fear of compromising one's privacy ;**
- **Fear of retaliation;**
- **Lack of knowledge** of the national language and legal system.

Under-recording

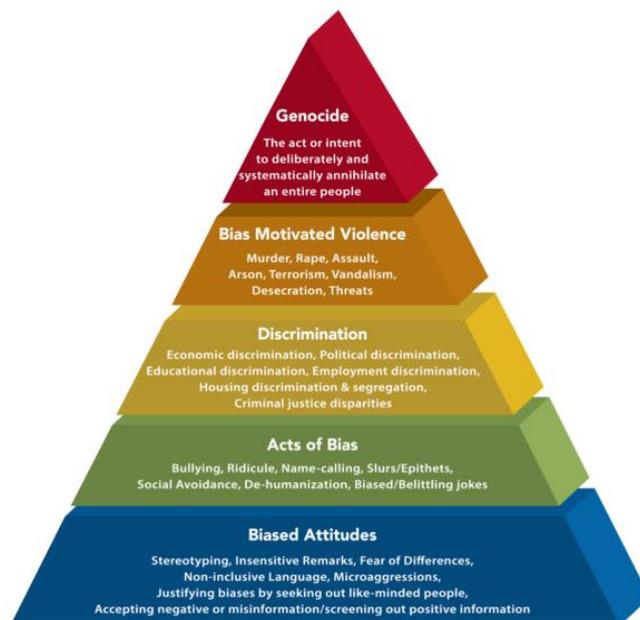
Under-recording refers to the police not recognising the discriminatory matrix of the reported crime and, consequently, not recording or investigating it. This can occur for several reasons:

- **Failure to recognize the so-called bias indicators** i.e., the circumstantial elements that enable detection of the discriminatory motivation of the crime;
- **Lack of awareness or lack of adequate training** on the phenomenon;
- **Lack of resources.**

²⁴ Chirico, S., Gori, L., Esposito, I., & Rizzi, V. (2020). Quando l'odio diventa reato. Ministero dell'Interno. Retrieved February 20, 2023, from [https://www.interno.gov.it/sites/default/files/inserito_reati_odio_-_oscad.pdf]

²⁵ In the case of Roma and nomads, 89 percent of those who experienced violence did not report it. While among LGBTI people, only 21% have done so. Higher percentage, on the other hand, in the case of Jews: 49% of those who suffered an attack turned to institutions.





Risk of escalation

Lastly, the risk of escalation stems from **the social acceptance of discrimination against certain minority groups that encourages an increase in hate crimes**. Indeed, low-intensity discriminatory behaviours are accepted by society because they are not perceived as offensive rather than jokes, and therefore not adequately countered. This causes a strong risk of escalation²⁶. **From attitudes or behaviours based on prejudice, one can move on to acts of discrimination**, and even to actual crimes. This is represented by the Pyramid of Hatred of the Anti-deflection League²⁷.

4.2 Assessing credibility without bias or prejudices

A hate crime is committed because of a **bias-based motivation**. Prejudice is defined as a preconception about a person or group. Once the indicators of bias have been established, police and prosecutors should use them as alarm bells during an investigation²⁸.

²⁶ Procura Generale della Cassazione. (2021, July 20). Il Procuratore generale della Corte Suprema di Cassazione. Procura Generale della Cassazione. Retrieved February 20, 2023, from [https://www.procuracassazione.it/procuragenerale-resources/resources/cms/documents/21.07.20_Senato_Contrasto_intolleranza_razzismo1.pdf]

²⁷ Anti-Defamation League. (2018). PYRAMID OF HATE. ADL. Retrieved February 20, 2023, from [https://www.adl.org/sites/default/files/documents/pyramid-of-hate.pdf]

²⁸ The Organization for Security and Co-operation in Europe. (n.d.). Civil Society Contributions to the ODIHR's Annual Hate Crime Reporting Factsheet. OSCE Hate Crime. Retrieved February 20, 2023, from [https://hatecrime.osce.org/sites/default/files/2022-02/2021_ODIHR_HC_factsheet_CS_en_FINAL.docx.pdf]



How to identify a hate crime

Sometimes while filing a case, the bias motivation is not immediately evident; however, there are some objective criteria to recognize it²⁹. A useful tool is the Polish Ministry of Interior's list of the most important bias indicators. **In any investigation it is fundamental to answer the seven forensic questions: what, where, when, how, why and who did it?**

Signs indicating hate crime are always based on objective facts, circumstances or actions suggest that it was motivated by hatred³⁰. Potential indicators are:

- **Circumstances connected with the victim**; a person belonging to a minority group.
- **Circumstances connected with the target of the crime**, for example property (e.g., place of assembly of a minority group).
- **Circumstances connected with the offender**, as the presence of previous wrongful behaviour or conduct.
- **Circumstances of time and place of the hate crime.**
- **The victim or witness to a crime perceived it as motivated by bias.**
- **There is an absence of other motives.**

How to report a hate crime

OSCE has a specific methodology to collect hate/ hate speech crime reports to help prosecutors and victims of incidents not lose data and be able to report them and proceed with the investigation helping victims³¹. The guidance template and report are organised as follows:

- **Data, Time and Location** of the Incident;
- **Source of information**, the best sources are interviews with victims and witnesses. The media can be a useful source of information about the hate incident; however, it is important to assess the reliability of the source and to cross-check the information as much as possible;
- **Type of crime**, what type of crime was committed? Among others, homicide, physical violence, damage to property, theft/robbery, arson, vandalism, desecration of graves, attacks against places of worship and threatening behaviour are the most common;
- **Bias motivation**, collecting information it is important to report all possible characteristics that might form a basis the bias-motivated criminal conduct and be aware of the possibility of multiple biases;
- **Perpetrators**, information on suspected perpetrator can be important indicators in determining whether the incident was a hate crime;

²⁹ The Organization for Security and Co-operation in Europe. (n.d.). Civil Society | HCRW. OSCE Hate Crime. Retrieved February 20, 2023, from [https://hatecrime.osce.org/civil-society]

³⁰ The Organization for Security and Co-operation in Europe. (n.d.). Our methodology | HCRW. OSCE Hate Crime. Retrieved February 20, 2023, from [https://hatecrime.osce.org/our-methodology]

³¹ The Organization for Security and Co-operation in Europe,. (n.d.). Prosecuting Hate Crimes. OSCE. Retrieved February 20, 2023, from [https://www.osce.org/files/f/documents/0/0/124532.pdf]



- **Brief Description of the Incident with Bias Indicators**, explain why consider the incident to be bias motivated. The bias indicator can identify the hate crime, so describe the crime using bias indicators;
- **Whether the incident was reported to the police**,
- **Response of Local Authorities**, statement by public officials, press releases and/or meeting with representatives of the targeted community;
- **Impact on the Victim and the Community**, any reaction of the local community and the impact on the security situation;
- **The gender of the victim.**

4.3 Addressing conflicts with victims

The prosecutor should listen without expressing prejudice and judgement either in verbal form or through nonverbal language. Sometimes, when a caregiver is exposed to very strong emotional issues, they might inactivate inappropriate responses³². Those might be disproportionate to the episode reported by the victim, risking:

- **trivialise** (did it really happen that way?),
- **normalise** (but everyone does that anyway),
- **blaming** (but have you thought about your family?)
- **being expulsive** (try going that way because we don't deal with these issues)
- **being avoidant** (you better not tell me anything, we can't do anything anyway).

This can happen if the practitioner experiences at that moment a certain resonance about those experiences; sometimes it might be a certain closeness to those themes, other times distance and therefore something difficult to understand with one's way of living and relating. While the revelation of crimes pertaining, for example, to theft seems clearer and more emotionally manageable by the operator because this type of crime refers more clearly to the right/wrong dynamic, to the easier assumption of a certain position alongside the victim. Working with violence victims' requires advanced professional and interdisciplinary skills and continuous training.

Therefore, it is important to stick to correct, cautious directions and send them to appropriate professional figures. Gather information concerning the accessible resources for the victims. These aids can be used by the person to cope with normative and unpredictable events in life cycle stages. Sometimes this process aims to a specialised course of psychological or psychotherapeutic sessions to intake the harm suffered.

It is essential to reassure the person who is a victim of the crime that there is a network of formal and informal resources in the area and specialised personnel who can help during those circumstances. Especially because sometimes the person may feel alone, and

³² V-START. (n.d.). V-ST RT. Stand Up for victims rights. Retrieved February 20, 2023, from https://standup-project.eu/wp-content/uploads/2019/02/A5_Guida_operatore_VStart_DEF.pdf



confused, and needs to be accompanied to access support services. Therefore, it is advisable to:

- **Check if services to support victims of hate crimes** are available in the target area;
- **Get consent for the authorization of sensitive data** and the passing of information to be carried out to the specialist service;
- **Do not replace the person in making decisions**, but communicate and describe simply what those in the network who can specifically take care of her are doing;

Do not suggest to the victim to report. Instead, present the existing services that can provide all the necessary information and support needed to tackle that difficult situation, so that one can choose the best path to follow in that specific context.



5. Legal framework and good practices of participating countries

5.1 Italy, Detailed Legal Framework

The Italian national legal system does not comprehend a specific definition of hate speech. However, articles 2 and 3 of the Italian Constitution protect people from discrimination, while several norms criminalise conduct that could be related to the hate speech concept. So far, the Italian government has chosen a strategy to combat hate speech based on criminal instruments³³. **They only refer to expressions that incite racist, ethno-religious hatred and violence.** Thus, hate speech is included in the so-called crimes of opinion, a broad category which provides punishability for the manifestation of hate aimed to injure property, honour, reputation, and/or privacy³⁴.

The Italian Criminal Code article 604-bis punishes those who propagate ideas based on racial or ethnic superiority or hatred, incite or commit acts of discrimination on racial, ethnic, national or religious grounds. Article 604-ter, is instead an aggravating factor for the committed crime if its purpose was based on discriminating ethnic, racial, and religious characteristics. **However, the two provisions do not cover profiles of possible discrimination based on sexual orientation, gender identity and disability³⁵.**

It is widely believed that recourse to criminal law should be an ultima-ratio. The fight against hate speech should be entrusted to different tools, mainly educational, training and cultural³⁶. At the same time, the majority of hearings noted that the current regulatory environment is inefficient³⁷.

³³ XVIII Legislatura. (2021). XVIII Legislatura. XVIII Legislatura. Retrieved February 20, 2023, from [https://www.senato.it/documenti/repository/commissioni/antidiscriminazioni18/22020614_-_RIE_-_Analisi_comparativa_sul_fenomeno_dellistigazione_allodio_online.pdf]

³⁴ Tanzarella, P. (2022, January 4). Audizione alla Commissione straordinaria per il contrasto dei fenomeni di intolleranza, razzismo, antisemitismo e istigazione al. Osservatorio AIC. Retrieved February 21, 2023, from [https://www.osservatorioaic.it/images/rivista/pdf/2022_1_03_Tanzarella.pdf]

³⁵ Commissione straordinaria per il contrasto dei fenomeni di intolleranza, razzismo, antisemitismo e istigazione all'odio e alla violenza. (2022, August 10). Senato della Repubblica - SenatoTV. Retrieved February 21, 2023, from [https://webtv.senato.it/leg18/4621?video_evento=240119]

³⁶ Mijatovic, D. (02, 11 2021). Audizione di Dunja Mijatovic, commissaria per i diritti umani del Consiglio d'Europa - Indagine conoscitiva sulla natura, cause e sviluppi recenti del fenomeno dei discorsi d'odio, con particolare attenzione all'evoluzione della normativa europea in mater. Senato della Repubblica - Procedura: Audizioni - XVIII Legislatura. Retrieved February 21, 2023, from [<https://www.senato.it/leg/18/BGT/Schede/ProcANL/ProcANLscheda46629.htm>]

³⁷ Salvi, G. (20, 07 2021). Audizione del dottor Giovanni Salvi, procuratore generale presso la Corte di Cassazione, accompagnato dal dottor Pietro Gaeta, avvocato generale della Corte di Cassazione - Indagine conoscitiva sulla natura, cause e sviluppi recenti del fenomeno dei discor. Senato della Repubblica - Procedura: Audizioni - XVIII Legislatura. Retrieved February 21, 2023, from [<https://www.senato.it/leg/18/BGT/Schede/ProcANL/ProcANLscheda46076.htm>]



According to the Observatory for Security Against Discriminatory Acts (OSCAD), the critical issues in receiving and processing the report of the crime depend mainly on the **lack of adequate professional training and specialisation of law enforcement agencies aimed at recognizing the indicators of prejudice and discriminatory motivation of the crime**³⁸.

Considering that in Italy there is still no definition and legislation for hate speech is very challenging as it is necessary to consider its boundaries. **Thus, It is difficult to strike a fair balance between freedom of thought and hate speech, having as its objective the protection of the dignity of individuals and the principle of non-discrimination.**

On the need for balancing and limits to freedom of expression, it was noted that: "this is not just the pourparler, the freedom of expression that somehow spices up the debate; these are specific, verbal assaults, which also become physical, and which must be prosecuted, otherwise-for example, in Italy-we are not respecting Article 3 of our Constitution; not everyone is equal before the laws if we do not protect everyone equally"³⁹.

Good practices

OSCAD (Italian Observatory for Security Against Discriminatory Acts)

Promoter - Main organiser State Police and Carabinieri. Department of Public Security - Central Directorate of Criminal Police, Ministry of the Interior. In cooperation with UNAR, National Anti-Racial Discrimination Office.

Country: Italy - Rome

Description

The Italian Observatory for Security Against Discriminatory Acts (OSCAD) was created to guarantee the right to security of people belonging to social groups at risk of discrimination, such as Roma. OSCAD is composed of the directors of the National Police and Carabinieri investigative services dealing with hate crimes. They cooperate with UNAR, the National Anti-Racial Discrimination Office. OSCAD is composed of the State Police and Carabinieri and belongs to the Department of Public Security - Central Directorate of Criminal Police of the Ministry of the Interior.

Members of the central investigative services of the National Police and Carabinieri are part of OSCAD. Consequently, it is a positive asset for them to cooperate with UNAR to

³⁸ Commissione straordinaria intolleranza, razzismo, antisemitismo, istigazione all'odio e alla violenza - Seduta n. 30. (2021, 11 23). Senato. Retrieved February 21, 2023, from [https://www.senato.it/leg18/26301?seduta=296143]

³⁹ Falloppa, F. (2021, July 8). Indagine conoscitiva sulla natura, causa e sviluppi recenti del fenomeno del discorso d'odio, con particolare attenzione alla evoluzione della normativa Europea in Materia. SENATO DELLA REPUBBLICA. Retrieved February 21, 2023, from [https://www.senato.it/application/xmanager/projects/leg18/file/repository/commissioni/stenografici/18/Speciali/AD-20210708-IC-BOZZA.pdf]



complete their mission. Together with UNAR, OSCAD raises awareness among police forces, institutions and the general public about the importance of combating all forms of discrimination to prevent vulnerable individuals from becoming involved in antisocial behaviour, becoming victims or being recruited by organised crime. The Italian Observatory for Security Against Discriminatory Acts (OSCAD) was established with the aim of protecting victims of hate crimes, helping members of minorities enjoy their right to equality before the law, and to ensure protection against all forms of discrimination.

Contact: oscad@dcpc.interno.it

Web page: Polizia di stato - Osservatorio per la Sicurezza Contro gli Atti Discriminatori

Extraordinary Commission for combating the phenomena of intolerance, racism, anti-Semitism and incitement to hatred and violence

Promoter - Senate of the Italian Republic - 18th Legislature.

Country - Italy, Rome

Description

Traditionally, the Senate establishes an Extraordinary or Special Commission to prove the institutions' application and development of constitutional values. It was the case on August 2, 2001, mechanism to protect human rights. Likewise, today there is a need to create a mechanism to prevent and counter hate speech. This necessity results from the strong inquiries received and the creation of a "No hate parliamentary alliance" from the Council of Europe.

The Special Commission is an ad hoc body that allows the Senate to honour its tradition and commitment to safeguard peoples' fundamental rights, to combat the phenomena of intolerance, racism, anti-Semitism and incitement to hatred and violence. The Commission is composed of 25 members and are elected from among the members of the bureau.

The commission's task is to observe, study and report on intolerance phenomena, racism, anti-Semitism and incitement to violence against people or social groups. These actions must be based on certain characteristics, such as ethnic belonging, religion or belief, sexual orientation, gender identity, or other physical or psychological conditions.

It monitors and oversees the concrete implementation of supra-national and international conventions, agreements and national legislation relating to the event. The Commission also plays a proactive, stimulating and driving role in drafting and implementing legislative proposals. It also promotes worthwhile initiatives on a national, supranational and international scale.

Contact: Senato Della Repubblica - Piazza Madama 00186 - Rome. Switchboard: 06/67061. Desk for receiving mail: Piazza dei Caprettari n. 79.



Web page and Relations: [Senato della Repubblica VIII Legislatura 2018 - 2022](#)
[Commissione straordinaria per la tutela e la promozione dei diritti umani](#)

Useful Tool [Analisi comparativa sul fenomeno dell'istigazione all'odio online](#)

Rete Nazionale per il Contrasto ai Discorsi e ai Fenomeni d'Odio

Promoter - Amnesty International Italia

Country - Italy, Rome

Description

The National Network for Countering Hate Speech and Phenomena brings together various entities that have long been involved in studying, mapping and countering hate speech and hate phenomena. The Network includes, among others, NGOs such as Cospes and ActionAid, 8 Associations, the transnational movement No Hate Speech Italia, researchers from 8 Universities, 3 Research Centers, a Study Center, two Observatories, the National Forensic Council, and the National Anti-Racial Discrimination Office.

Observing and preventing hate speech and phenomena are the Network goals. The purpose is to create and disseminate alternative counter-narratives and promote dialogues between civil society, institutions and organisations. Indeed, it supports advocacy actions, promotes and shares training paths, exchanges educational materials and best practices within and beyond the Network, collects data, makes research and uses infographics to be made available to the whole civil society.

The Network Against Hate monitors various issues, creating reports on the phenomena studied. The main themes are anti-Semitism, Islamophobia, misogyny, homophobia, xenophobia, and disability. Mapping the least tolerant cities toward diversity, the city of Milan records 39% intolerance toward women and 37% toward people with disabilities. Naples 47 per cent toward women and 10 per cent toward homosexuals.

Contact: info@retecontrolodio.org

Web page and Relations: [Rete Nazionale per il Contrasto ai Discorsi e ai Fenomeni d'Odio](#)

Useful Tool - [La nuova Mappa dell'Intolleranza](#)

5.2 Greece, Detailed Legal Framework

The Greek legal framework against racism and tolerance was recently strengthened within the Ministry of Justice's "**National action plan 2020-2023 Against Hate Crimes and Discrimination**", which is supported by the European Commission's "Rights, Equality and Citizenship" (REC) Programme (2016-2020). Furthermore, the National Council against Racism and Intolerance was established under Law 4356/2015 (Articles 15-19), aiming at developing a comprehensive strategy to tackle racism, intolerance and hate crimes. Greece has also implemented a coherent strategy for capacity building and training activities on combating racist violence (e.g., training on prosecutors), gaining



knowledge and skills to understand and tackle the phenomenon, and raising awareness activities as well. Furthermore, Greece improved the recording and reporting of statistical data on racist crimes and international cooperation in the field.

Regarding hate crimes, **Law 4619/2019 amended Article 82A of the Penal Code which dictated the definition of racist crime**. According to this, a hate crime or a bias-motivated crime has been committed if the victim was selected based on race, colour, nationality or ethnicity, genealogical descent, religion, disability, sexual orientation, identity or gender characteristics of the victim. This crime leads to increased punishment. That is, the crime (e.g., homicide, body harm, lechery, rape, insult to sexual dignity, threat-intimidation, insult, etc.) is punished more severely when committed with a racist motive (targeting/selecting the victim based on race, colour, national or ethnic origin, descent, religion, disability, sexual orientation, identity, or gender characteristics), which constitutes an aggravating circumstance.

Law 4619/2019 provides increased punishment for a hate crime compared to a crime without bias motive. If it is a misdemeanour, it is punishable by imprisonment of up to a year, and if it's a felony, the minimum sentence is raised by two years. The punishment for torturing someone with a racist motive is also increased compared to torture without a racist motive, and so is incitement to commit crimes, violence, or discord with a racist motive (Article 184 of the Penal Code).

Hate speech is also taken more seriously under **Article 1 of Law 927/1979 with imprisonment and a fine up of to 20,000 euros**. Under Article 2 of the same Law (amended by Law 4285/14) denial and/or trivialization of genocides, war crimes etc. is also punishable with the aforementioned penalties. Article 3 of the same Law covers the instance of hate speech on the internet and considers it Greek territory if access was made within the Greek state. More specifically, it states that *“when the acts of the previous articles are performed via internet or other means of communication, the Greek Territory is also considered as a place of execution, if that access to the specific means is provided in its territory, regardless of their place of establishment.”* Law 927/1979 also provides the legal buttress for the punishment of racist offences by legal entities or associations of persons, either with fines or exclusion from public services, grants etc. (Article 4 of Law 927/1979). All acts described under Law 927/1979 are prosecuted ex-officio, which means that the victim does not have to pay a fee for the criminal proceedings⁴⁰.

The recent Law 4779/2021 sets an **updated legal framework to reflect developments in the audio-visual framework** and companies and to achieve a balance between access to online content services, consumer protection and competitiveness. In particular, the new Law provides in its Article 8 (Prohibition of Incitement to Violence or Hate) that audio-visual media services shall not contain any incitement to violence or hatred against

⁴⁰ Ministry of Justice. (n.d.). NATIONAL ACTION PLAN AGAINST RACISM AND INTOLERANCE 2020-2023. Greek Ministry of Justice. Retrieved January 12, 2023, from [https://moj.gov.gr/wp-content/uploads/2021/03/NAPRI-en.pdf]



a group of people or a member of a specific group based on race, colour, national or ethnic origin, ancestry, religion, disability, sexual orientation, gender identity or characteristics.

Good practices

National Action Plan 2020-2023 against racism and intolerance

Promoter - Secretary General of Justice and Human Rights

Country - Greece

Description

Among the various good practices Greece has designed and implemented, an important one is the National Action Plan 2020-2023 against racism and intolerance, for which the National Council against Racism and Intolerance is responsible. **The objectives of the Action Plan were to prevent and prosecute racist crimes** more efficiently, to address and prevent discrimination and harassment based on bias motivation, to empower vulnerable groups and minorities, to increase trust and collaboration between the relevant authorities, public bodies and civil society organisations, to delimitate the responsibilities and the collaboration between the relevant actors to improve the investigation of hate crimes, to raise awareness of anti-racism, inequality and so on, as well as to coordinate the state and the civil society organisations to compliment each other.

To achieve this, the action plan was designed in five priority axes:

1. Discrimination, stereotypes, prejudices (**bias**)
2. **Recording and processing racist violence** in the fight against racist crime
3. **Awareness** – information
4. Integration – **empowerment**
5. Horizontal – **cross-sectional policies**

The target groups of the Action Plan included asylum seekers and any beneficiary of international protection, immigrants, Roma, people with disabilities, students belonging to vulnerable groups, and the LGBTIQI+ community⁴¹.

Contact - [Contact form](#)

Action Plan - [National Action Plan Against Racist and Intolerance](#)

⁴¹ Greek Ministry of Justice. (n.d.). NATIONAL ACTION PLAN AGAINST RACISM AND INTOLERANCE 2020-2023. Ministry of Justice. Retrieved January 12, 2023, from [https://moj.gov.gr/wp-content/uploads/2021/03/NAPRI-en.pdf]



Guide for the rights of hate crime victims

Promoter - National Ministry of Justice

Country - Greece

Description

Another initiative that can be considered a good practice against racism and intolerance is the ‘*Guide for the rights of hate crime victims*’ that was published by the Ministry of Justice in 2021. This guide provides a detailed outline of hate crime victims’ rights in ten different languages including Greek. This contributes to the effort of accessible information for vulnerable persons, and it includes the definition of a racist crime. It comprehends a list of actions the victim can accomplish from the time it occurs (from reporting it to the criminal proceedings), the victim’s rights, and what happens after the Court makes a decision, and it also provides a list of services for the protection and support of any victim in need.

Contact - racistviolence@nchr.gr

Guide - [Guide for the rights of hate crime victims](#)

The Racist Violence Recording Network (RVRN)

Promoter - National Commission for Human Rights (NCHR)

Country - Greece

Description

The Racist Violence Recording Network (RVRN) can also be considered a good practice, as it has been an important factor in improving hate crime recording with a racist bias. It was founded on the 1st of October 2011 by the National Commission for Human Rights and the UNHCR in Greece. Since then, it has been a core pillar in the battle against racism and intolerance in Greece, with 52 NGOs in collaboration with RVRN providing medical, legal, and social services to victims of racist crimes⁴².

The phenomenon of racist crimes in Greece continues to be in the foreground, even as new legislation is designed, and more good practices are implemented. Greece as an EU member state has come a long way in the last decade, amending the legal framework to include EU Directives and recommendations that make the Greek legislation more accurate and inclusive, as well as stricter when it comes to racist crimes. Although considerable progress has been achieved, new strategies continue to be designed to improve the legal framework even more, as well as introduce new good practices to combat racism and intolerance.

Contact - racistviolence@nchr.gr

Webpage - [Racist Violence Recording Networking](#)

⁴² Racist Violence Recording Network. (n.d.). Racist Violence Recording Network. RVRN.org. Retrieved January 13, 2023, from [https://rvrn.org/en/]



5.3 Spain, Detailed Legal Framework

The Spanish legal framework identifies hate crimes as criminal acts that are committed based on prejudice. Therefore, **hate crime is based on two basic elements**. On the one hand, the act has to constitute a criminal offence. On the other hand, the perpetrator's prejudice towards the victim has to be related to a vulnerable group. In other words, the Spanish legal hate crime definition assumes that the victim (or target) is intentionally chosen by the perpetrator because of their (real or presumed) membership in a group considered especially protected against hate crimes. Therefore, the distinctive elements of these crimes are:

- **The victim** (or victims) has (or have) a symbolic condition because they are attacked by their actual features or their presumed ones
- **The intention** of this type of violence is not only to attack the victim, but also to transmit a message of rejection, hostility, and intimidation to the entire group to which the victim belongs.

The legal definition of hate crime in Spanish law is in line with the main OSCE Hate Crime Reporting (OSCE, 2021) definition, which described **hate crimes as criminal acts motivated by bias or prejudice toward particular groups of people**. The OSCE definition of hate crimes also comprises these two main elements: a criminal offence and a biased motivation. Thus, a hate crime occurs:

- a) when a perpetrator **intentionally targeted an individual** or property because of one or more identity traits;
- b) expressed **hostility towards these identity** traits during the crime

Hate crimes are considered in the Spanish legal system from two perspectives. First of all, crimes whose criminal responsibility is aggravated by the author's hatred or criminal prejudice towards a certain personal condition of his or her victim following the discrimination principle. In contrast, we find those crimes whose criminal responsibility is aggravated because it produces an intimidating effect on the group to which the victim belongs due to their specific personal conditions (and regardless of the perpetrator's motive, commonly called 'strictly hate crimes'). In this vein, **the Spanish Criminal Law (article 510) penalises hate speech itself or the emission of any message or content against human rights promoting violence against members of a group**. The article includes publishing speeches of that nature, broadcasting them on the Internet, favouring the publication, edition, diffusion, etc. In other words, article 510 condemned aggressions against a person whose main purpose is to intimidate the members of a group materialised as hate speech. In addition, this Code refers to discriminatory access to public services (511), business sphere (512), illicit association to commit discriminatory acts (515.4), and crimes against freedom of conscience and religious feelings (522-525).

Nevertheless, other references in the same law can be applied to discriminatory acts. Indeed article 22.4 of the Spanish Criminal Law is considered an instrument for aggravating circumstances of discrimination or hate motives. Also, article 22.4 regulates



an aggravating circumstance for a crime against moral integrity by having been committed with a motive of hatred or discrimination (article 173). Finally, the Criminal Law contains disseminated articles about crimes of threats against an ethnic, cultural, or religious group, a social or professional group, or any other group of people (170.1); crimes against discrimination in the workplace (314); and crimes of genocide and crimes against humanity (607 and 607 bis).

However, **the Spanish Criminal Code lacks clear and well-defined regulatory legislation regarding other aspects such as victims' protection.** Two legislative models are represented in the Criminal Code that differentiates between a reaffirmation of the principle of equality; and a preventive discriminatory model for reinforcing the protection of vulnerable groups against discrimination. As a result, we can find a series of measures disseminated in different laws that are related to hate crimes and discrimination acts but do not constitute a legal corpus for hate victims' protection measures.

Nevertheless, we can find some references to hate crime and discrimination that deepen in guarantee and promotion of the right to equal treatment and non-discrimination, including positive action measures. Law 19/2020⁴³ has as its objective to **establish procedures to assure and enforce the right to equal treatment and non-discrimination, respect for human dignity and protection** against any form, act or conduct of discrimination including birth or place of birth; origin, nationality or belonging to a national minority; race, skin colour or ethnicity; political or another opinion; religion, beliefs or ideology; language; cultural, national, ethnic or social origin; economic or administrative situation, social class or wealth; sex, orientation, sexual and gender identity or gender expression; ancestry; age; phenotype, sense of belonging to an ethnic group; disease, serological status; disability or functional diversity, or for any other condition, circumstance or manifestation of the human condition, real or attributed.

Likewise, this law **aims to promote the eradication of racism and xenophobia**; anti-Semitism, Islamophobia, Arabophobia, Christianophobia, Judeophobia or antigypsyism; aporophobia and social exclusion; sexism; homophobia or lesbophobia, gayphobia, transphobia, biphobia, intersex phobia or LGBTIphobia, and any other expression that threatens the equality and dignity of people.

The law **contains a list of discrimination crimes definition, a mandate for multiagency cooperation and other measures for assuring protection and preventing discrimination acts.** Another section includes action protocols and support campaigns for victims. However, this part is based on two articles mentioning general protocols which remain insufficient for establishing broader and specific measures for protecting victims. The Council of Victims of Hate Crimes and the Movement against Intolerance in Spain have demanded many times a Comprehensive Law for the Protection of Victims

⁴³ (Ley 19/2020, de 30 de diciembre, de igualdad de trato y no discriminación).



of Hate Crimes to cover all areas from prevention to punishment and assistance to the victims.

Finally, **some regional governments regulated discrimination crimes against some collectives they consider especially at risks such as women and LGTBIQ+ communities.** Although, the national government has approved two laws that have not been out of controversy last year. On the one hand, the law project for real and effective equality of Trans People and the Guarantee of the Rights of LGBTI People still has to be approved in the Parliament. The norm facilitates the filiation of lesbians children, assisted reproduction for people "With the capacity to gestate", sanctions conversion therapies and the right to free gender self-determination, which is the point that generates more controversy.

On the other hand, the **Organic Law 10/2022 on the comprehensive guarantee of sexual freedom** is incorporated into the legal corpus regulating women to reform two main aspects of the Penal Code: express consent is key when judging sexual crimes and erases the distinction between abuse and sexual assault. The law also contemplates that sexist violence not only occurs in the sphere of the couple or ex-partner and addresses a wide spectrum of sexual violence, from street harassment to sexual femicide. Accompaniment and reparation for victims is a key element of the new law that contains references to those crimes committed in the digital sphere such as non-consensual pornography or extortion and other crimes that did not have specific coverage in the field of victims' reparation such as female genital mutilation, trafficking for sexual exploitation or forced marriage.

Good Practices

The Diversity Management Unit of the Municipal Police

Promoter - Unidad de Gestión de la Diversidad, Policía Municipal

Country - Spain, Madrid, Barcelona and Granada

Description

The Diversity Management Unit of the Municipal Police works as a specialised unit supporting victims related to hate crimes, as well as discriminatory acts and intolerance due to racism and xenophobia, sexual orientation and identity, gender, religious practices, ethnic origin, social exclusion, functional diversity, disability, agoraphobia and ideology.

These units collaborate with LEAs, NGOs, administration and OSC including communities affected by hate crimes and discriminatory acts. Its main functions are:

- **Reception of complaints** of hate crimes committed both in person and through social networks,



- Attention, protection and guidance to victims,
- **Collaboration with NGOs** for victims and in the field of protecting human rights,
- **Coordination** with the different departments of the Municipal Police.

Likewise, this Unit is specialised in the attention, treatment and reception of complaints from people with any type of diversity (physical, organic, sensory and intellectual). It has specialised personnel trained for working with vulnerable groups.

Additional to reporting and victims' attention, they offer resources that it uses to facilitate the reporting procedure:

- **Proceedings in Braille**, voiced proceedings and proceedings in DAISY format for people with visual disabilities,
- **Sign language interpreter** provided,
- Collaboration with the UAVDI (Attention Unit for victims with intellectual disabilities), where a facilitator is available to victims with intellectual disabilities to act as a translator between the police officer and the victim who needs it,
- Facilitate proceedings on the rights that assist the victim of a crime in clear language,
- Other good practices are based on **intercultural and interdimensional approaches**, as well as gender perspective.

They carry out inspections of leisure venues and public establishments to verify that they comply with the regulations on universal accessibility. As proof of the positive impact of the Madrid unit, the number of investigations and reporting increased in 2018 compared with previous years⁴⁴. It could be said that the units are a good practice to address the specific phenomena of underreporting.

Contact - delitosdeodio@madrid.es

Website - [Unidad de Gestión de la Diversidad](#)

Useful tool - [Integración Buenas Prácticas Población Inmigrante](#)

Está en tu mano (It's in your hand)

Promoter - Asociación Columbares

Country - Spain, Murcia

Description

"Está en tu mano" is an initiative of the Columbares Association whose purpose is to **prevent hate speech through awareness, training, advisory and accompanying**

⁴⁴ Unidad de Gestión de la Diversidad. (n.d.). BUENAS PRÁCTICAS INTEGRACIÓN POBLACIÓN INMIGRANTE. Unidad de Gestión de la Diversidad, Policía Municipal de Madrid BUENAS PRÁCTICAS INTEGRACIÓN POBLACIÓN INMIGRANTE. Retrieved February 20, 2023, from [https://blogs.comillas.edu/proyectointegracionsocial/wp-content/uploads/sites/81/2019/04/0_bp-Unidad-Gestion-de-la-diversidad.pdf]



victims of hate crimes. Also, the association has an area for social research related to hate crimes. All these actions are brought together in three projects that mark the different lines of work:

- **Act:** It encompasses all the activities of the project "Raising awareness to prevent hate messages on the internet and promote inclusive speeches".
- **Accompanies:** It provides psychological help and legal advice within the framework of the project "Assistance to victims of hate crimes".
- **Analyse:** It includes the actions of the project "Research on the informative treatment of hate speech in the media".

The project intends to **raise awareness among the population** to prevent hate messages and improve citizen coexistence, promoting a more inclusive and integrated environment. Likewise, the final objective is to contribute to improving the media and the social network's treatment of information in areas related to hate crime and more specifically migrant communities. From the point of view of assisting and accompanying victims, its program is mainly based on **helping victims to overcome discrimination and contributing to improving the reporting procedures** offering them legal and psychological assistance. The association develops a broader initiative to understand underreporting in Spain. With this aim, they organised a national conference about underreporting bringing all actors involved in the reporting.

Contact - estaentumano@columbares.org

Website - <https://estaentumano.org/>

Useful tool - [Recursos Educativos](#)



6. Conclusion

In conclusion, the STAND-UP project aimed to prevent hate/ hate speech crimes by promoting good practices and guidelines for CSOs and LEAs. The study is introduced by the methodology used during the whole process to collect and analyse data, to be able to create a useful instrument. The manual also provides a shared definition of hate crimes and a glossary containing all the necessary terminology to understand the phenomena and become familiar with the subject.

After a brief explanation of counter-hate/ hate speech crime in Europe, the manual moves forward to the practice methodologies to support victims and witnesses, understanding who they are and when it is appropriate to talk about hate crime. Examples of hate crimes are included within the impact they have on the victims and prevent the re-victimisation of victims, especially for the ones part of vulnerable groups and/ or minorities. The manual provides some checklists and guidelines to assess this type of crime.

Two special sections of the handbook are dedicated to the role of civil society organisations and the role of prosecutors respectively. In the first case, it is analysed how CSOs can help collect reports and in addressing the needed support to victims, also analysing a French good measure set in place by the FLAG! association. It launched a platform to collect and report hate/ hate speech crimes toward the LGBTIQ+ population. When talking about prosecutors' role, the analysis fostered the under-reporting culture and on how to address victims of hate speech. The manual strengthened the importance for civil society organisations and prosecutors of sharing information and working together to have a common understanding of the problem and to become effective support to victims.

The third part of the handbook analyses the existing legislations and good practices in the state of art part of the project, presenting essential information for the users concerning which authorities or organisations are tackling this issue in the State and what are the existing instruments to support victims. The handbook ends with a toolkit for analysing a case for hate speech.

The scope was to create a useful instrument for CSOs and LEAs who are working with hate/ hate speech victims, tackling the most common reason for under-reporting and, at the same time showing some good examples and guidelines to follow. Accordingly, this handbook can also be considered a useful instrument for hate/ hate speech victims, providing information about the existing authorities or organisations reporting instruments in Italy, Greece and Spain. It enhances the importance to CSOs and LEAs to collaborate and exchange information to create a victim-centred approach and to support them.



Annex I - Toolkit for analysing a case of hate speech

Advanced checklist

Before starting to analyse a case and interview the victim, this is the information to gather:

- Identify a case of hate-speech
- Determine whether what you came across is really hate-speech
- Is the speech dehumanising?
- Does it target someone for being part of a particular group?
- Does the speech include communications that foster a climate of prejudice and intolerance?
- Check out what “facts” are used in the oppressive narrative, for example, historical, cultural, religious or (apparently) scientific.
- Check if the speech you identified is covered by any international/regional legislation (eg. Universal Declaration of Human Rights – Article 7; International Covenant on Civil and Political Rights – Article 20; International Convention on the Elimination of All Forms of Racial Discrimination – Article 4; European Convention on HR – Article 10).
- Remember that hate-speech can be spread through different mediums: texts, photos, videos through social media, online games leading to bigger impact and reach.

Take a moment of reflection to cool off so that you have a clear and unbiased perspective upon the speech you came across.

Afterwards use the hate-speech calculator in order to:

- Analyse the context of the speech;
- Analyse the speaker;



- Analyse the intent of the speaker;
- Analyse the content and form of the speech;
- Determine the reach of the speech;
- Determine the likelihood the speech has to generate violent/discriminatory events;

Once you answer all the questions, the calculator should suggest a strategy that you should employ based on the severity of the hate-speech you identified. At this point, you should either take no action, engage in counter discourse, start developing an alternative narrative campaign, take the content down, or seek civil or administrative action against the speaker.

Other elements law enforcement authorities and civil society organisations should assess:

- Check the hate-speech legislation in your country – for more information about this, check the International Network Against Cyber Hate website⁴⁵;
- Check the Community Standards of the platform where you came across hate-speech (if applicable);
- Always double-check the information you will use in your response:
 - Know where your information is coming from;
 - Use trustworthy sites and newspapers;
 - Double check the information;
 - Remember that the news and research are also hardly ever neutral so beware of biases (these can be subtle: fonts used, images/videos used, the placement of certain information on a website or in a newspaper, language that promotes ‘othering’).

Ask yourself whether there is a danger of inflaming passions and incitement to violence:

⁴⁵ International Network Against Cyber Hate. (n.d.). Countries in which INACH has members:.. INACH. Retrieved February 21, 2023, from [<https://www.inach.net/country-details/>]



- Ask yourself whether your response is sensitive to your audiences and the group(s) targeted by the speech;
- Create a database which you can constantly update with cases of hate speech you come across – this might prove useful if you will need to engage in advocacy as the data you would have gathered will legitimise your claim;
- Support people who are targets of hate-speech;
- Use the Communication toolkit in order to learn how to run a successful campaign;
- Use the Human Rights toolkit to ensure your response is sensitive, informative, and human rights compliant;
- Always remember that our rights of freedom of speech and from discrimination should always be protected equally.



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