

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

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

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

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<sup>1</sup> See methodology report for more on the concept of 'systems'.

<sup>2</sup> ODIHR Key Observations, <http://hatecrime.osce.org/sites/default/files/documents/Website/Key%20Observations/KeyObservations-20140417.pdf>; this methodology could also be incorporated in the framework of INFAHCT self-assessment, as described on pp. 22-23 here: <https://www.osce.org/odihr/INFAHCT?download=true>

<sup>3</sup> For a full description of the main stakeholders included in national assessments, and how the self-assessment framework relates to the 'systems map', see the Methodology Report, Part II.

Table one: Self-assessments: general approach

Relationship	Evidence used to describe relationships Two main categories of evidence are applied based on referenced international norms and standards.		Score
	Framework	Action	
<p>The main relationships are identified across the system:</p> <p><b>Law-enforcement</b> – prosecution; judiciary; Ministry of Interior</p> <p><b>Prosecution</b> – Judiciary, Ministry of Justice</p> <p><b>Ministries</b> - Ministries (e.g. Mol-MoJ, etc.)</p> <p><b>Victim</b> - law enforcement; prosecution, ministries; CSOs</p> <p><b>General public</b> – law enforcement; Ministry(ies), prosecution; CSOs</p> <p><b>CSOs</b> – law enforcement; prosecution; ministries, other CSOs.</p> <p><b>IGO</b> – ministry(ies); CSOs</p> <p>Further background information about existing IGO frameworks and actions is provided in the accompanying standards document.</p> <p>Other bodies and ministries are also relevant, including equality bodies and non-criminal justice agencies and ministries. These are included where relevant in national reports.</p>	<p>Technical frameworks allow for recording and data collection</p> <p>Policy frameworks allow information to be shared across the system.</p> <p>The most active and responsible ministries produce a policy framework that gives the police and other agencies the technical capacity to identify, record and act on hate crime data. If a government ministry hasn't developed an inter-departmental framework to allow for police to record all bias motivations or led the process to develop joint guidelines on recording and data collection, the police are limited in how they can relate to victims in this area.</p>	<p>Evidence that the frameworks are used – data is recorded, shared, collected, published and information is acted upon to develop policy and improve responses.</p> <p>The 'frontline', whether investigators, prosecutors or CSOs are the ones that 'give life' to, or are limited by, existing policy frameworks.</p>	<p>Each relationship is given a score of 0-3 for:</p> <ol style="list-style-type: none"> <li>1. 'framework'</li> <li>2. 'action'</li> </ol> <p>An overall score of 5-6= green; 3-4 = amber; 0-2 = red.</p> <p>Green = Good relationship. Strong ability (framework) and strong effort (action) to connect, always with room for improvement.</p> <p>Amber = Adequate relationship. Relatively limited ability and effort to connect.</p> <p>Red= Poor relationship. Very limited ability and low effort to connect.</p>

Table two: Specific relationships and criteria

**Commentary**

The red lines between the main law enforcement and criminal justice agencies and their ministries illustrate the lack of an institutional, cross government framework on hate crime reporting, recording and data sharing. The information available to policy makers and practitioners is limited due to no shared definition of hate crime, no technical connection across databases, and a lack of ability to record and extract data on the range of hate crime. Further, the fact that crimes based on bias towards LGBT+ people cannot be currently recorded by the police reflects a hierarchy of protection in Italy's official hate crime recording policy (and law). While data recorded by law enforcement and OSCAD sheds important light on the current situation in Italy, the lack of data relating to the outcomes of prosecutions and sentencing decisions means that policy makers, affected communities and the Italian public are in the dark about the effectiveness of hate laws.

OSCAD has made significant progress in raising awareness about hate crime within the National Police and Carabinieri (the two Italian national police agencies that deal with preventing and combating hate crime) in the areas of: training to improve the detection and investigation of hate crimes, and liaising on specific cases to improve responses; establishing relationships with civil society organisations and UNAR on receiving hate crime reports and with IGOs on data sharing and capacity-building. There are signs that this hard work is having an impact: recorded hate crimes doubled from 2015-2017. Lunaria's relatively robust and longstanding recording, monitoring and advocacy suggests that they would be an appropriate partner for deeper cooperation with OSCAD.

The systems map shows a tendency for data to be made available to IGOs as opposed to being disseminated throughout the Italian public at the national level. In February 2018 the OSCAD webpage, hosted on the website of the Ministry of Interior, was revised to include public statistics on reports sent to OSCAD.<sup>4</sup> While planned for some time, participation in both the Facing all the Facts project and the subgroup on methodologies for recording and collecting data on hate crime contributed to this significant improvement in transparency. This suggests an important shift towards national stakeholders, also supported by international projects.

The lack of coordination across CSOs is also apparent and presents a missed opportunity to forge strategic relationships with public authorities

<sup>4</sup> <http://www.interno.gov.it/it/ministero/osservatori/osservatorio-sicurezza-contro-atti-discriminatori-oscad>

and ministries for the benefit of victims of hate crime across the country. There is very little activity in the area of monitoring disability hate crime and anti-Muslim hate crime both by civil society and official bodies.

These issues could be addressed by introducing a coordinated approach, for example, in the form of a coordinating agency or an inter-agency ‘mechanism’ to monitor hate crime, involving those CSOs that are skilled and experienced in hate crime recording and data collection including COSPE, Lunaria, Arcigay and Rete Lanford, and by introducing monitoring definitions and protocols. These points are further explored in the recommendations.

Legend:

- OSCAD – Observatory for Security Against Acts of Discrimination
- UNAR – National Office Against Racial Discrimination
- Department of public Security, Ministry of Interior
- National police and carabinieri

Relationship	Evidence: this column sets out the evidence that is considered when describing a relationship as ‘red’, ‘amber’ or ‘green’ (See table one) (Refer to end note for relevant international norm/standard)		Score
	Framework	Action	
<b>Law enforcement – Judiciary/ prosecution</b>	<p><i>Relevant norm/standard:</i></p> <p>Law enforcement are able to comprehensively record hate crimes, including bias indicators and specifically flag bias motivations and crime types (Standards 1,2,3,4)</p> <p>Law enforcement are able to record information about victim support and safety. (Standard 5)</p> <p>The prosecution service is able to record information sent to them by the police about bias motivations and crime type</p>	<p><i>Relevant norm/standard:</i></p> <p>Realistic data is produced by the system (very low numbers indicate an unrealistic measure of hate crime prevalence) (Standards 6 and 7).</p> <p>Data is shared systematically between the police and prosecution service to progress individual cases, including meeting victim’s safety needs, and to review issues in performance.</p>	<p><b>Framework: 2</b></p> <p><b>Action: 1</b></p> <p><b>Colour: amber</b></p>

	<p>(Standard 4) and relevant information about victim support and safety (Standard 5)</p> <p>The two bodies are members of a policy and technical framework to record and share data about bias indicators, crime types and victim support/safety needs (Standard 8; Standard 9)</p>	<p>Law enforcement and prosecution service meet regularly, to review progress and share information and/or take part in joint training.</p>	
	<p><i>Description of national situation:</i> Law enforcement is able to capture some hate crime data, however it is not comprehensive and cannot include hate crimes based on bias towards LGBT+ people.</p> <p>The SSII: Servizio per il Sistema informativo interforze” (Service for the inter-agency information system), is located within the Central Directorate of Criminal Police. Data on crimes are collected on the basis of the criminal law that has been violated, therefore if there is not a specific law criminalizing a specific bias motivation it is impossible to extract data on those crimes, even if the base offence has been properly collected.</p> <ul style="list-style-type: none"> <li>- For example: if law enforcement receives a complaint from a gay/lesbian person that has been beaten because his/her sexual orientation, they can record just the “base offence” (i.e. bodily harm) but not the specific bias motivation, thus it is not possible to record it as a homophobic crime.</li> </ul>	<p><i>Description of national situation</i></p> <p>The lack of framework does not allow for the sharing of information or regular connection between police and prosecution/ judiciary.</p> <p>Law enforcement, led by OSCAD, have been cascading ODIHR’s Training Against Hate Crime (TAHCLE) programme. The Public Prosecutors Office has taken part in several ODIHR Prosecuting and Hate Crimes Training (PAHCT).</p> <p>Prosecution data was published on ODIHR’s hate crime reporting website in 2016, however, no prosecution data is available for other years. The Ministry of Justice is currently working on updating their data on hate crime prosecution and sentencing.</p>	

	<p>National Police stations enter official crime data directly on the SDI system and inform different services of the Dep. Of public security (depending on the type of crime). If the crime is a hate crime, the central services of the Dep. Of public security inform OSCAD.</p> <p>Carabinieri stations enter official crime data directly on the system and inform their HQ. If the crime is a hate crime, the Carabinieri HQ informs OSCAD.</p> <p>There is neither a specific legislative provision nor a guidance at national level to record relevant information on victim safety and security needs.</p> <p>Prosecutors:</p> <p>The information systems in use at the Public prosecutor's office (PPO) are structured on a "crime" basis and therefore only crimes existing in the Italian Penal Code (Codice Penale) or in a "special law" in the criminal sector can be recorded. Currently the system contains no general classification for "hate crimes".</p> <p>The PPO receives the "offence notice" directly, either when a citizen reports a crime directly to the public prosecutor, or (much more frequently) indirectly, when it is informed about the crime by the Police. In the latter case, the police sends a hard copy or a digital version via a dedicated portal</p>		
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	<p>to the competent PPO.</p> <p>The formal registration is made by the chief prosecutor, who has the exclusive jurisdiction on the legal qualification of the facts that have been reported.</p> <p>The system does not allow for hate crimes to be recorded or disaggregated by bias motivation.</p> <p>There is no joint training or spaces for engagement on hate crime data across law enforcement and judicial agencies.</p> <p>There is no national policy or technical framework to record and share data about bias indicators, crime types and victim support/safety needs.</p>		
	<b>Framework</b>	<b>Action</b>	
<b>Law enforcement – Ministry of Interior (Moi)/ OSCAD</b>	<p><i>Relevant norm/standard:</i></p> <p>Law enforcement are able to comprehensively record hate crimes, including bias indicators, and specifically flag bias motivations and crime types (Standards 1, 2, 3, 4)</p> <p>Law enforcement are able to record information about victim support and safety (Standard 5)</p> <p>This information can be shared with the Moi or relevant ministry for data collection and analysis.</p> <p>The two bodies are members of a policy and technical framework to record and share data about bias indicators,</p>	<p><i>Relevant norm/standard:</i></p> <p>Emerging information is used – for example, meetings involving both parties discuss available data, problem-solve and identify actions.</p> <p>Realistic data is produced by the system (very low numbers indicate hate crime laws are not being used). (Standards 6 and 7)</p>	<p><b>Framework: 2</b></p> <p><b>Action: 2</b></p> <p><b>Colour: amber</b></p>

	crime types and victim support/safety needs (Standards 8 and 9).		
	<p><i>Description of national situation:</i> Law enforcement are able to record limited information and data on hate crime. See Law enforcement – Prosecution relationship for information on how data is collected.</p> <p>There is no policy or technical framework allowing the comprehensive recording of hate crime or any inter-institutional working group with clear roles and responsibilities or space to share perspectives, problems and solutions.</p> <p>Unofficial reports received by OSCAD cannot always be recorded in the SDI database. For example: an unofficial report sent to, and recorded by, OSCAD, related to a crime where the prosecution can be initiated only following an official report made by the victim.</p>	<p><i>Description of national situation:</i> Despite the lack of strategic frameworks, OSCAD conducts several effective activities:</p> <ul style="list-style-type: none"> <li>- regular training on hate crime and racist hate crime bias indicators through the national cascading of the ODIHR TAHCLE Programme</li> <li>- coordinated a workshop on cooperating on hate crime data, with the Facing all the Facts project.</li> <li>- receiving and dealing with direct reports from victims/ngo/unar</li> <li>- identifying skilled police officers to interview holds regular hate crime training with police.</li> </ul> <p><b>The significant increase in recorded hate crime reported at hatecrime.osce.org indicates that OSCAD’s actions and partnerships have measurably improved law enforcement’s ability to identify and record hate crimes.</b></p>	<p><b>Framework: 1</b> <b>Action: 3</b> <b>Colour: amber</b></p>
	<b>Framework</b>	<b>Action</b>	
<b>Prosecution/Judiciary – MoJ</b>	<p><i>Relevant norm/standard:</i> The prosecution service is able to record relevant information - including about evidence of bias - and to share this with the MoJ for data collection purposes (Standard 4)</p>	<p><i>Relevant norm/standard:</i> Emerging information is used – for example, meetings involving both parties discuss available data, problem-solve and identify actions.</p>	<p><b>Framework: 0</b> <b>Action: 0</b> <b>Colour:</b></p>



	<p>The two bodies are members of a policy and technical framework to record and share data about bias indicators, crime types and victim support/safety needs Standard 8 and 9)</p>		<b>red</b>
	<p><i>Description of national situation:</i> The Public Prosecutor’s Office (PPO) does not have the technical facility to specifically record information relating to hate crimes (see also see law enforcement- prosecution relationship).</p> <p>There is no policy or technical framework allowing the comprehensive recording of hate crime or any inter-institutional working group with clear roles and responsibilities or space to share perspectives, problems and solutions.</p>	<p><i>Description of national situation:</i> No specific hate crime data is available on prosecution or sentencing.</p>	
	<b>Framework</b>	<b>Action</b>	
<b>Mol/OSCAD – prosecution/judiciary</b>	<p><i>Relevant norm/standard:</i> The prosecution service is able to record relevant information (Standard 4)</p> <p>The two bodies are members of a policy and technical framework to record and share data about bias indicators, crime types and victim support/safety needs Standard 8 and 9)</p>	<p><i>Relevant norm/standard:</i> Emerging information is used – for example, meetings involving both parties discuss available data, problem-solve and identify actions.</p>	<b>Framework: 1 Action: 0 Colour: red</b>
	<p><i>Description of national situation:</i> The PPO does not have the technical facility to specifically record information relating to hate crimes (see also see law enforcement- prosecution relationship).</p>	<p><i>Description of national situation:</i> Although OSCAD has undertaken significant work to improve hate crime recording and data collection, there is no regular data sharing</p>	

	There is no policy or technical framework allowing the comprehensive recording of hate crime or any inter-institutional working group with clear roles and responsibilities or space to share perspectives, problems and solutions.	between the Ministry of Interior and the PPO.  In an encouraging development, the two bodies agreed on the importance of cooperation on hate crime recording and data collection during two workshops within the framework of the Facing all the Facts project.	
	<b>Framework</b>	<b>Action</b>	
<b>Mol/OSCAD – MoJ (and other ministries, named at national level)</b>	<p><i>Relevant norm/standard:</i> The two bodies receive data and information from law enforcement and the prosecution service, respectively (Standards 1,2,3,4).</p> <p>The two bodies are members of a policy and technical framework to record and share data about bias indicators, crime types and victim support/safety needs across the criminal justice system (standards 8 and 9)</p>	<p><i>Relevant norm/standard:</i> Emerging information is used – for example, meetings involving both parties discuss available data, problem-solve and identify actions.</p> <p>Realistic data is produced by the system (very low numbers indicate hate crime laws are not being used) (Standards 5 and 6)</p>	<b>Framework:1</b> <b>Action: 1</b>  <b>colour red</b>
	<p><i>Description of national situation:</i> OSCAD has developed a useful and effective methodology for recording and referring hate crimes.</p> <p>The MoJ has no framework in place.</p> <p>There is no policy or technical framework allowing the comprehensive recording of hate crime or any inter-institutional working group with clear roles and responsibilities or space to share perspectives, problems and solutions.</p>	<p><i>Description of national situation:</i> There is no regular data sharing between the Ministry of Interior and the Ministry of Justice.</p> <p>There was agreement to take steps to work together in the area of hate crime recording and data collection within the framework of the Facing all the Facts Project.</p>	

	Framework	Action	
<p><b>Mol/OSCAD – UNAR</b></p>	<p><i>Relevant norm/standard:</i> There are no specific international obligations for Equality Bodies to record and share data and information on hate crime.</p> <p>The two bodies are members of a policy and technical framework to record and share data about bias indicators, crime types and victim support/safety needs across the criminal justice system (standards 8 and 9)</p>	<p><i>Relevant norm/standard:</i> There are no specific international obligations for Equality Bodies to record and share data and information on hate crime.</p>	<p><b>Framework:3</b> <b>Action:2</b></p> <p><b>Colour: green</b></p>
	<p><i>Description of national situation:</i> <b>UNAR</b> UNAR, the Italian equality body is a part of Department of Equal Opportunities of the Council of Ministers of the Department of Equal Opportunities. It has statutory responsibilities and powers and is responsible for receiving reports on discrimination and for reporting annual discrimination data (comprised of its own and of NGO reports) to parliament and the Council of Ministers.</p> <p>When UNAR receives a report on hate crime it is referred to OSCAD, in accordance with their joint MoU. Its funding programme provides grants for NGO hate crime monitoring and recording.</p> <p>UNAR and OSCAD share a Memorandum of Understanding relating to hate crime for recording and response purposes, based on the OSCE monitoring definition. UNAR refers any case liable for prosecution to OSCAD. OSCAD forwards any case not liable for prosecution to UNAR.</p>	<p><i>Description of national situation:</i> Interviewees and workshops reported that the MoU works well. There is no available data on the number of incidents that have been referred between the two bodies.</p> <p>One interviewee commented: 'I think that in Italy, the creation of offices such as UNAR or OSCAD, these can be considered a pillar. Cooperation can be improved. But to have this MoU and to be in touch is very important.'</p> <p>On one occasion OSCAD seconded a member of staff to UNAR, providing insights into organisational practice and perspectives.</p>	

	Overall, there is no policy or technical framework allowing the comprehensive recording of hate crime or any inter-institutional working group with clear roles and responsibilities or space to share perspectives, problems and solutions.		
	<b>Framework</b>	<b>Action</b>	
<b>Victim- Law enforcement</b>	<p><i>Relevant norm/standard:</i> Law enforcement are able to comprehensively record hate crimes, including bias indicators – including victim perception - and flag bias motivations and crime types (Standards 1, 2, 3, 4)</p> <p>Law enforcement are able to record information about victim support and safety (standard 5)</p> <p>There is a process to keep victims informed about the progress of the investigation (Standard 10, 11, 12, 13,14)</p> <p>Law enforcement can accept anonymous reports of hate crime.</p>	<p><i>Relevant norm/standard:</i> The system is used to record bias motivations and crime types and to ensure specific support to victims (Standards 15 and 16)</p> <p>The system is used to keep victims informed about the progress of the investigation (Standard 11)</p> <p>Action is taken to increase reporting (Standard 17)</p>	<p><b>Framework: 1</b></p> <p><b>Action: 2</b></p> <p><b>Colour - amber</b></p>
	<p><i>Description of national situation:</i></p> <p>There is the concrete risk that direct reports to law enforcement are likely to be recorded as basic crimes without recording the hate element.</p> <p>The official inter agency police recording system (SDI) works on recording crimes on the basis of the criminal law that has</p>	<p><i>Description of national situation:</i> Significant increases in the number of recorded hate crimes by police is a welcome indicator that police are taking action to identify and record hate crimes and that OSCAD is effectively working for improving the correct identification and recording reported hate crimes <del>or that OSCAD is effectively referring incidents they receive through their reporting procedure.</del></p>	

	<p>been violated. It's not possible to record hate crimes based on sexual orientation or gender identity discrimination (grounds not covered by national legislation) and, consequently, it is not possible to extract data on those grounds. On the other hand, taking into consideration that the Italian criminal law protects 'race', ethnicity, nationality, religion, and linguistic minorities all together, it is not even possible to disaggregate those data. Moreover, if the crime has been committed on the ground of religious belief it's not possible to disaggregate the data in order to know if the motivation is based on Antisemitism, Antimuslim, Christianofobia and so on...This has implication on the identification of the discriminative motivation through the entire penal proceeding.</p> <p>Italian law does not allow third party or anonymous reporting, which can limit the extent of overall reporting.</p> <p>There is neither a specific legislative provision nor a guidance at national level to record relevant information on victim safety and security needs. The production of relevant guidance is delegated to regional authorities.</p>	<p>However, law enforcement's own limited recording framework (cannot accept anonymous reporting, does not record based on the perception of the victim) restricts the extent to which it can reflect the victim experience.</p>	
	<b>Framework</b>	<b>Action</b>	
<b>Victim - Prosecution</b>	<p><i>Relevant norm/standard:</i> There is a process to keep victims informed about the progress of the criminal justice process (Standards 18,19, 20, 11, 12, 14).</p>	<p><i>Relevant norm/standard:</i> The system is used to keep victims informed</p>	<p><b>Framework: 1</b> <b>Action: 0</b></p>

			<b>Colour: red</b>
	<p><i>Description of national situation</i> There is a limited framework to identify and record hate crimes available to the PPO.</p> <p>Information for victims on their rights to information, support and protection is available online - <a href="https://e-justice.europa.eu/content_rights_of_victims_of_crime_in_criminal_proceedings-171-IT-maximizeMS-en.do?clang=en&amp;idSubpage=5&amp;member=1">https://e-justice.europa.eu/content_rights_of_victims_of_crime_in_criminal_proceedings-171-IT-maximizeMS-en.do?clang=en&amp;idSubpage=5&amp;member=1</a></p>	<p><i>Description of national situation</i> There is no available data relating to how and whether victims have accessed their rights under the Victims' Rights Directive</p>	
	<b>Framework</b>	<b>Action</b>	
<b>Victim – Mol/ OSCAD</b>	<p><i>Relevant norm/standard:</i> There is an established and resourced framework to gather data about unreported hate crime – for example through victimisation surveys that include questions about hate crime (standard 20, Standard 21, Standard 22)</p>	<p><i>Relevant norm/standard:</i> Relevant policy commitments on improving reporting and support have been made and acted upon (Standard 17)</p> <p>Victimisation surveys are carried out and the results are published in an accessible format (Standard 23)</p>	<p><b>Framework: 1</b></p> <p><b>Action: 2</b></p> <p><b>Colour: amber</b></p>

	<p><i>Description of national situation</i></p> <p>As Italian law does not allow third-party reporting or anonymous/online reporting, OSCAD adopted an ‘intermediate step’ to address under-reporting. It created a dedicated email address for institutions, associations, private citizens to anonymously report hate crimes, hate incidents and discrimination. However, reporting acts of discrimination to OSCAD does not replace the need to file a police report or call the emergency services.</p> <p>The OSCAD Secretariat receives reports concerning all types of discrimination, collects the data in a database and then analyses the information.</p> <p>There is no national victimisation survey in Italy.</p>	<p><i>Description of national situation</i></p> <p>No victimisation surveys have been carried out, and no specific awareness-raising campaigns have been carried out.</p> <p>Significant increases in the number of recorded hate crimes by police is a welcome indicator that police are taking action to identify and record hate crimes and/or that OSCAD is effectively referring incidents they receive through their reporting procedure.</p>	
	<b>Framework</b>	<b>Action</b>	
<b>Victim - CSO monitoring Racist HC</b>	<p><i>Relevant norm/standard:</i></p> <p>The CSO is able to systematically record hate crimes and incidents using a transparent victim-focused methodology that is accessible to its target community(ies) (Standard 31)</p>	<p><i>Relevant norm/standard:</i></p> <p>The system is used by victims. The CSO regularly provides direct support to victims or referrals to support services (Standard 29)</p>	<p><b>Framework: 3</b></p> <p><b>Action: 2</b></p> <p><b>Colour: Green</b></p>
	<p><i>Description of national situation</i></p> <p>Cospe manages CIRDI (Information Center on Racism and Discriminations in Italy), a web portal collecting news, official documents, official and civil society reports about discrimination and racism. Information on racist hate crime</p>	<p><i>Description of national situation</i></p> <p>Lunaria commenced its monitoring activities in 2009. Its recording system appears to be quite comprehensive, resulting in many reports, which are also included in the OSCE’s annual hate</p>	

	<p>is not comprehensive.  <a href="http://www.cirdi.org">http://www.cirdi.org</a></p> <p>Lunaria (<a href="http://www.lunaria.org">www.lunaria.org</a>) has been monitoring discriminations and racist violences in Italy since 2009 - <a href="http://www.cronachediordinariorazzismo.org">http://www.cronachediordinariorazzismo.org</a>. Lunaria monitors discriminations and racist violence committed on the basis of real or supposed:</p> <ul style="list-style-type: none"> <li>• nationality,</li> <li>• ethnic and national origin,</li> <li>• religion,</li> <li>• cultural belonging and practices</li> </ul> <p>of the victims. Among data collected, many cases can be classified as hate crimes. The method includes, direct reports from victims, testimonies and associations via mail or telephone and press monitoring. Reports are stored electronically and press reports are verified.</p> <p>The classification system is organized to register information about date, place, kind of hate crime, victims (gender, age), perpetrators (individuals, groups, parties, media, age), discriminatory motive and demographic factors including, nationality, ethnic and national origin, religion, cultural belonging and practices.  Each case is reported on line with a short description.</p>	<p>crime reporting process (see <a href="http://hatecrime.osce.org/italy">http://hatecrime.osce.org/italy</a>)</p> <p>441 racist hate crimes Including threats, murder, property damage and physical assaults were recorded between 2017-2018. (See <a href="http://www.cronachediordinariorazzismo.org/wp-content/uploads/FOCUS1_2019_RacismInItalyin2018.pdf">http://www.cronachediordinariorazzismo.org/wp-content/uploads/FOCUS1_2019_RacismInItalyin2018.pdf</a>, page 4)</p>	
<p><b>Victim - CSO monitoring anti-Muslim hate crime HC</b></p>	<p><i>Relevant norm/standard:</i>  The CSO is able to systematically record hate crimes and incidents using a transparent victim-focused methodology that is accessible to its target community(ies) (Standard 31)</p>	<p><i>Relevant norm/standard:</i>  The system is used by victims. The CSO regularly provides direct support to victims or referrals to support services (Standard 29)</p>	<p><b>Framework: 2</b></p> <p><b>Action: 2</b></p>



	<p><i>Description of national situation</i></p> <p>Lunaria’s recording and monitoring is detailed and transparent (see victim-Organisations monitoring racist hate crime) and includes anti-Muslim hate crimes. However, its main focus is racist crime.</p>	<p><i>Description of national situation</i></p> <p>Lunaria's hate crime monitoring has evidenced particular risks at the intersection of religion and gender for Muslim women.</p> <p>There is no current relationship with groups specifically monitoring anti-Muslim hate crime.</p>	<p><b>Colour: amber</b></p>
	<b>Framework</b>	<b>Action</b>	
<p><b>Victims-organisations monitoring Anti-LGBT+ hate crime</b></p>	<p><i>Relevant norm/standard:</i></p> <p>The CSO is able to systematically record hate crimes and incidents using a transparent victim-focused methodology that is accessible to its target community(ies) (Standard 31)</p>	<p><i>Relevant norm/standard:</i></p> <p>The system is used by victims. The CSO regularly provides direct support to victims or referrals to support services (Standard 29)</p>	<p><b>Framework: 1</b></p> <p><b>Action: 0</b></p> <p><b>Colour: red</b></p>
	<p><i>Description of national situation</i></p> <p>Rete Lenford Langford used to be able to record and monitor hate crimes, however as the film shows, they had to discontinue this work due to a lack of resources. LGBTI organisations do not have the resources to consistently receive reports from and offer support to victims.</p> <p>Arcigay records information about anti-LGBT+ hate crimes and incidents (see LGBT+-General Public), however they are based on media reports, not direct victim testimony</p>	<p><i>Description of national situation</i></p>	
	<b>Framework</b>	<b>Action</b>	
<p><b>Victim- UNAR</b></p>	<p><i>Relevant norm/standard:</i></p> <p>There are no international standards on the recording and</p>	<p><i>Relevant norm/standard:</i></p> <p>The system is used by victims.</p>	<p><b>Framework: 1</b></p>

	monitoring of hate crimes by Equality Bodies.		
	<p><i>Description of national situation</i></p> <p>The UNAR Contact Center Helpline aims to provide fast and effective information, guidance and support to victims of any kind of discrimination, including hate crime. A multi-language phoneline is available from Monday to Friday, with an expert providing support through a free number (800.90.10.10). During the night and holidays it is possible to leave a voice message and UNAR staff aim to call back as soon as possible. Cases can be also reported on line at WWW.UNAR.IT filling in a multilingual form. The Contact Center Staff aims to take a fast action accordingly.</p>	<p><i>Description of national situation</i></p>	<p><b>Action: 3</b></p> <p><b>Colour: amber</b></p>
	<b>Framework</b>	<b>Action</b>	
<b>Victim-organisation monitoring antisemitic hate crime</b>	<p><i>Relevant norm/standard:</i></p> <p>The CSO is able to systematically record hate crimes and incidents using a transparent victim-focused methodology that is accessible to its target community(ies) (Standard 31)</p>	<p><i>Relevant norm/standard:</i></p> <p>The system is used by victims. The CSO regularly provides direct support to victims or referrals to support services (Standard 29)</p>	<p><b>Framework: 2</b></p> <p><b>Action: 2</b></p> <p><b>Colour: amber</b></p>
	<p><i>Description of national situation</i></p> <p>UCEI (The Union of Italian Jewish Communities) through the Observatory of Antisemitism of the CDEC (Foundation Jewish Contemporary Documentation Center) (<a href="https://www.osservatorioantisemitismo.it">https://www.osservatorioantisemitismo.it</a>) monitors anti-Semitic episodes.</p> <p>The archive of the Observatory is formed by a library that contains five hundred books, collections of antisemitic magazines (from 1945, onwards), pictures, newspaper articles, private documents, testimonies and studies based</p>	<p><i>Description of national situation</i></p> <p>Since 2019, OSCAD has increased the cooperation with UCEI with the aim to improve anti-Semitic hate crimes data recording.</p>	

	on antisemitic prejudice. <a href="https://www.osservatorioantisemitismo.it/chi-siamo/">https://www.osservatorioantisemitismo.it/chi-siamo/</a>		
	<b>Framework</b>	<b>Action</b>	
<b>general public – Mol/ OSCAD</b>	<i>Relevant norm/standard:</i> Mol has access to law enforcement and other official hate crime data (see relevant relationships).	<i>Relevant norm/standard:</i> Data and information (for example on hate crime strategy and actions plans) are produced, published and made accessible (Standard 6).	<b>As OSCAD is comprised of law enforcement, this description applies to both the relationship between the general public and OSCAD/ Mol and the general public and law enforcement. Framework: 2</b>
	<i>Description of national situation</i> The Mol’s SSI system captures data and information on hate crime from law enforcement.	<i>Description of national situation</i> In February 2018, the OSCADs page on the Ministry of Interior website was updated to include public statistics on reports sent to OSCAD <a href="http://www.interno.gov.it/it/ministero/osservatori/osservatorio-sicurezza-contro-atti-discriminatori-oscad">http://www.interno.gov.it/it/ministero/osservatori/osservatorio-sicurezza-contro-atti-discriminatori-oscad</a> <a href="http://www.interno.gov.it/it/sala-stampa/dati-e-statistiche/dati-sulle-segnalazioni-pervenute-contro-atti-discriminatori">http://www.interno.gov.it/it/sala-stampa/dati-e-statistiche/dati-sulle-segnalazioni-pervenute-contro-atti-discriminatori</a> [Jonathan: shorten link?]  The document will be updated on a regular basis and CSOs and INGOs will be informed about its location and content.	

			<b>Action: 2</b> <b>Colour: amber</b>
	<b>Framework</b>	<b>Action</b>	
<b>General public - CSO monitoring racist crime</b>	<i>Relevant norm/standard:</i> The CSO is able to systematically record hate crimes and incidents using a transparent victim-focused methodology that is accessible to its target community(ies) (Standard 31)	<i>Relevant norm/standard:</i> The CSO regularly publishes data and information describing victims' experiences of hate crime based on their own recording systems (Standard 39).  The CSO uses its data to raise awareness about the problem and to advocate for improvements (Standard 40).	<b>Framework: 3</b> <b>Action: 2</b> <b>Colour: green</b>
	<i>Description of national situation</i> Lunaria has a relatively comprehensive methodology for recording hate crimes (see Lunaria-victim relationship).	<i>Description of national situation</i> Lunaria regularly publishes data and incidents and uses it to advocate for improvements at the national level. See <a href="http://www.cronachediordinariorazzismo.org">http://www.cronachediordinariorazzismo.org</a> .	
	<b>Framework</b>	<b>Action</b>	
<b>General public - UNAR</b>	<i>Relevant norm/standard:</i> There are no international standards on the recording and monitoring of hate crimes by Equality Bodies.	<i>Relevant norm/standard:</i> Data is published and disseminated by the equality body	<b>Framework: 2</b> <b>Action: 2</b> <b>Colour: amber</b>
	<i>Description of national situation</i> UNAR captures information and data on hate crime either directly from victims and/or from CSOs (See UNAR-victim relationship)	<i>Description of national situation</i> UNAR monitors the effectiveness of the principle of equality and the efficacy of the protection in place through two annual Reports: to the Italian Parliament and to the President of	

		<p>the Council of Ministers, in accordance with art. 7-F Legislative Decree 215/2003. These reports analyze data related to the request received and provide an opportunity to assess what has been achieved and to inform political bodies and public opinion on progress made, as well as on the problem encountered in fighting against discrimination.</p> <p>There is no legal obligation to publish UNAR's data. However, in accordance to the principle of transparency, the two above mentioned reports are made available to the public on the UNAR website <a href="http://www.unar.it/cosa-facciamo/relazioni/">http://www.unar.it/cosa-facciamo/relazioni/</a></p>	
	<b>Framework</b>	<b>Action</b>	
<b>CSO monitoring antisemitic crime-Law enforcement</b>	<p><i>Relevant norm/standard:</i> The two bodies are members of an agreement to refer cases for support services (Standard 16 and 29)</p> <p>There is a structure for connection, that could include specialist police networks, a training agreement, information-sharing protocol, etc. (Standard 24, 25, 26)</p> <p>Both bodies are members of a cross government group that regularly considers evidence of hate crime prevalence and responses to the problem and considers actions for improvement. (Standard 8 and 9)</p> <p>There is no formal agreement, structure or cross government group relating to data sharing or case referrals between law-enforcement and CSOs in Italy.</p>	<p><i>Relevant norm/standard:</i> Structures and frameworks are used in a meaningful way/ the two bodies connect in meaningful ways. For example, The CSO uses its data to raise awareness about the problem and to advocate for improvements (Standard 40).</p>	<p><b>Framework: 0</b> <b>Action: 3</b>  <b>Colour: Amber</b></p>

	<p><i>Description of national situation</i>  There is the concrete risk that direct reports to law enforcement are likely to be recorded as basic crimes without recording the hate element.</p> <p>The official inter agency police recording system (SDI) works on recording crimes on the basis of the criminal law that has been violated. It's not possible to record hate crimes based on sexual orientation or gender identity discrimination (grounds not covered by national legislation) and, consequently, it is not possible to extract data on those grounds. On the other hand, taking into consideration that the Italian criminal law protects 'race', ethnicity, nationality, religion, and linguistic minorities all together, it is not even possible to disaggregate those data. Moreover, if the crime has been committed on the ground of religious belief it's not possible to disaggregate the data in order to know if the motivation is based on Antisemitism, Antimuslim, Christianofobia and so on...This has implication on the identification of the discriminative motivation through the entire penal proceeding.</p> <p>Italian law does not allow third party or anonymous reporting</p>	<p><i>Description of national situation</i>  UCEI (Union of Italian Jewish Communities) and law enforcement cooperate closely on individual cases, as needed.</p>	
<b>CSO conducting</b>	<i>Relevant norm/standard:</i>	<i>Relevant norm/standard:</i>	<b>Framework</b>

<b>monitoring of racist crime and CSOs conducting monitoring of anti-LGBT+ hate crime-Law enforcement</b>	<p>The two bodies are members of an agreement to refer cases for support services (Standard 16 and 29)</p> <p>There is a structure for connection, that could include specialist police networks, a training agreement, information-sharing protocol, etc. (Standard 24, 25, 26)</p> <p>Both bodies are members of a cross government group that regularly considers evidence of hate crime prevalence and responses to the problem and considers actions for improvement. (Standard 8 and 9)</p>	<p>Structures and frameworks are used in a meaningful way/ the two bodies connect in meaningful ways. For example, The CSO uses its data to raise awareness about the problem and to advocate for improvements (Standard 40).</p>	<p><b>rk: 1</b></p> <p><b>Action: 1</b></p> <p><b>Colour: red</b></p>
	<p><i>Description of national situation</i></p> <p>There is no established framework for referring cases across law enforcement and CSOs.</p> <p>With the exception of LUNARIA (victim-CSO monitoring racist crime relationship, there is very limited CSO activity on hate crime recording and data collection at the national level.</p> <p>There is no national, inter-institutional framework that supports cooperation between law enforcement and CSOs on hate crime recording and data collection.</p>	<p><i>Description of national situation</i></p> <p>There is ad-hoc cooperation, based on time limited projects, usually in relation to awareness-raising. While it can be of high quality, engagement is usually initiated by individual police officers, at their discretion. There is potential to cooperate more actively with Lunaria since it has a developed recording and monitoring system.</p>	
	<b>Framework</b>	<b>Action</b>	
<b>CSOs monitoring anti-LGBT+ hate crime – Mol/OSCAD</b>	<p><i>Relevant norm/standard:</i></p> <p>NB – not all ministries will have relationships with CSOs. Generally, the lead ministry on hate crime should have some link(s).</p>	<p><i>Relevant norm/standard:</i></p> <p>CSOs play an active role in these frameworks, CSO data is actively considered in government policy-making.</p>	<p>Framework: 1</p> <p>Action: 2</p>

	<p><b>Framework:</b> CSO is a member of cross-government framework with a focus on hate crime recording and data collection (Standards 8 and 9)</p> <p>The CSO is able to systematically record hate crimes and incidents using a transparent victim-focused methodology that is accessible to its target community(ies) (Standard 31)</p>	<p>The CSO uses its data to raise awareness about the problem and to advocate for improvements (Standard 40).</p>	<p>Colour: Amber</p>
	<p><i>Description of national situation</i> There is no national inter-institutional group focusing on hate crime issues.</p> <p>The Rete Lenford organisation represents LGBT+ communities and provides legal aid on a range of issues. However it is unable to systematically record hate crimes and incidents.</p> <p>At the reporting levels, CSOs report to OSCAD through dedicated email using the OSCE definition of hate crime.</p>	<p><i>Description of national situation</i> Miryam (Rete Lenford): 'In general we are very happy and satisfied with our cooperation with OSCAD. We believe that it is extremely important. We have been invited to attend training in police schools and with top management and senior officers. I was personally involved and I was happy because I was able to speak to the young police cadets who were just about to start as police officers. I don't want to say that a half day training can be the solution to the problem. But it is a good starting point. It shows the attention being paid to this issue by the police and by the institutions in general.'</p> <p>Rete Lenford cooperates in OSCAD training on a regular basis since 2014. While Rete Lenford staff highlighted challenges in relation to sustained action on hate crime recording and monitoring, due to funding restrictions, they contact OSCAD each time they need to cooperate on specific cases.</p>	



	<b>Framework</b>	<b>Action</b>	
<b>CSOs monitoring racist hate crime – Mol/OSCAD</b>	<p><i>Relevant norm/standard:</i> NB – not all ministries will have relationships with CSOs. Generally, the lead ministry on hate crime should have some link(s).</p> <p><b>Framework:</b> CSO is a member of cross-government framework with a focus on hate crime recording and data collection (Standards 8 and 9)</p> <p>The CSO is able to systematically record hate crimes and incidents using a transparent victim-focused methodology that is accessible to its target community(ies) (Standard 31)</p>	<p><i>Relevant norm/standard:</i> CSOs play an active role in these frameworks, CSO data is actively considered in government policy-making.</p> <p>The CSO uses its data to raise awareness about the problem and to advocate for improvements (Standard 40).</p>	<p>Framework: 1</p> <p>Action: 2</p> <p>Colour: amber</p>
	<p><i>Description of national situation</i> There is no national inter-institutional group focusing on hate crime issues.</p> <p>LUNARIA regularly records and monitors racist crime.</p> <p>At the reporting levels, CSOs report to OSCAD through dedicated email using the OSCE definition of hate crime.</p>	<p><i>Description of national situation</i> There is no existing platform where LUNARIA's reports can be considered in government policy-making. LUNARIA and COSPE (victim-CSO monitoring racist crime relationship) cooperates in OSCAD training on a regular basis.</p>	
	<b>Framework</b>	<b>Action</b>	
<b>IGO – relevant government ministry/ CJ agency</b>	<p><i>Relevant norm/standard:</i> There is an agreement and framework for data and information on hate crime to be shared with an IGO and vice versa. (Standards 30, 32, 33, 34, 35, 36, 37)</p> <p>Parties are able to influence international norms and</p>	<p><i>Relevant norm/standard:</i> See standards document for ongoing action by IGOs to connect with national authorities on hate crime reporting, recording and data collection</p> <p>National assessment will look at these factors:</p>	<p><b>Framework: 3</b></p> <p><b>Action:3</b></p> <p><b>Colour: green</b></p>

	<p>standards on hate crime reporting, recording and data collection and related activities and guidelines</p> <p>See standards document for information current platforms of exchange and cooperation.</p>	<p>Data is shared with IGO in line with agreed obligations/as part of regular requests.</p> <p>National representatives attend IGO networking events</p> <p>National representatives ask for and implement capacity-building activities in the area of hate crime recording and data collection.</p>	
	<p><i>Description of national situation</i></p> <p>N/A – this is a set international framework.</p>	<p><i>Description of national situation</i></p> <p>The OSCE/ODIHR National Point of Contact on Hate Crimes is within the Service for International Relations - Office for Police Forces Coordination - Department of public security and attends annual NPC meeting.</p> <p>OSCAD conducts the following activities:</p> <ul style="list-style-type: none"> <li>- submitted information to ECRI's 2016 report which observed that Italy does not have a comprehensive data collection system [insert link- <a href="https://www.coe.int/t/dghl/monitoring/ecri/country-by-country/italy/ita-cbc-v-2016-019-eng.pdf">https://www.coe.int/t/dghl/monitoring/ecri/country-by-country/italy/ita-cbc-v-2016-019-eng.pdf</a>]</li> <li>- regularly attends meetings of the Subgroup on methodologies for recording and collecting data on hate crime, coordinated by the European</li> </ul>	

		<p>Union for Fundamental Rights on behalf of the High Level Group on Combatting Racism and Other Forms of Intolerance, and reports current practices on data hate crime reporting and recording. regularly attends and reports progress on hate crime data to the High Level Group on combating racism, xenophobia and other forms of intolerance hosted by the European Commission General Directorate for Justice and Consumers</p> <ul style="list-style-type: none"> <li>- contributes to the National reports relating to CERD remarks via the CIDU (Interministerial Committee for Human Rights set up within the Ministry for Foreign Affairs), and attends CERD meetings on the invitation of CIDU.</li> <li>- regularly reports data and information about hate crime in Italy for inclusion in OSCE/ODIHR's annual hate crime reporting [insert hyperlink - <a href="http://hatecrime.osce.org/italy">http://hatecrime.osce.org/italy</a>]</li> </ul>	
	<b>Framework</b>	<b>Action</b>	
<b>IGOs- CSOs monitoring hate crime</b>	<p><i>Relevant norm/standard:</i></p> <p>There is an agreement and framework for data and information on hate crime to be shared with an IGO and vice versa (Standard 37)</p>	<p><i>Relevant norm/standard:</i></p> <p>Data is shared between the two parties as part of regular requests.</p>	<p><b>Framework: 2</b></p> <p><b>Action: 1</b></p> <p><b>Colour:</b></p>

	<p>Parties are able to influence international norms and standards on hate crime reporting, recording and data collection and related activities and guidelines</p> <p>See standards document for information current platforms of exchange and cooperation.</p>	<p>CSOs attend IGO networking events and ask for and implement capacity-building activities in the area of hate crime recording and data collection</p>	<p><b>amber</b></p>
	<p><i>Description of national situation</i></p> <p>Not Applicable– this is a set international framework.</p>	<p><i>Description of national situation</i></p> <p>Lunaria conducts relatively comprehensive recording and monitoring on racist crime (see victim-racism CSO relationship); makes annual submissions to hatecrime.osce.org and takes part in some international events.</p>	