

FACING *ALL THE* FACTS

Connecting on hate crime data in Italy

Joanna Perry





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Lead Partner



Partners



Joanna Perry is an independent consultant, with many years of experience in working to improve understandings of and responses to hate crime. She has held roles across public authorities, NGOs and international organisations and teaches at Birkbeck College, University of London.

Jonathan Brennan is an artist and freelance graphic designer, web developer, videographer and translator. His work can be viewed at www.aptalops.com and www.jonathanbrennanart.com

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www.facingfacts.eu

Background

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

The project has four main objectives:

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

Online training courses can be accessed by registering on:

www.facingfactsonline.eu

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

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

melissa.sonnino@ceji.org

Introduction

If we are to understand hate crime¹, support victims and reduce and prevent the problem, there are some basic questions that need to be answered:

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

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

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

¹ As a general rule, Facing all the Facts uses the internationally acknowledged, OSCE-ODIHR definition of hate crime: ‘a criminal offence committed with a bias motive’

² The following countries were involved in this research: Greece, Hungary, Ireland, Italy, Spain, United Kingdom (England and Wales).

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

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

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

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

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

How did we carry out this research?

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

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

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

The following activities were conducted:

1. Liaised with relevant colleagues to complete an overview of current hate crime reporting, recording and data collection processes and actions at the national level, based on a pre-prepared template⁵;
2. identified key people from key agencies, ministries and organisations at the national level to take part in a workshop to map gaps and opportunities for improving hate crime reporting, recording and data collection.⁶ This took place in Rome on 6 June 2017.
3. Arranged for in-depth interviews with five people who have been at the heart of efforts to improve reporting, recording and data collection at the national level to gain their insights into our research questions.

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

⁴ See the Methodology section of the [European Report](#) for a detailed description of the research theory and approach of the project.

⁵ See Methodology section of the [European Report](#) for a full description of the research methodology

⁶ See Methodology section of the [European Report](#) for agenda and description of activities

Following the first phase of the research, the lead researcher synthesised existing norms and standards on hate crime to create a self-assessment framework (insert link), which was used to develop national systems maps describing how hate crimes are registered, how data is collected and used and an assessment of the strength of individual relationships across the system. A graphic designer worked with researchers to create visual representations of the *Journey of a Hate Crime Case* (see below) and national *Systems Maps* (see 'Mapping Italy's Data Collection and Recording Systems' below). Instead of using resources to launch the national report, it was decided that more connection and momentum would be generated at the national level, and a more accurate and meaningful final report would be produced, by directly consulting on the findings and recommendations during a second interactive workshop which was held in Rome, 24 May 2018.

During the final phase, the lead researcher and OSCAD reviewed the final reports and systems maps, seeking input and clarification with stakeholders, as needed. In addition, themes from this and other national reports were brought together and critically examined in the final, [European Report](#).

The ‘story’ of hate crime recording and data collection in Italy: a timeline ⁷

⁷ The timeline includes:

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

May 1975 The first Italian criminal provision specifically concerning racism/xenophobia is passed. Law No. 654/1975 (referred to as “Reale Law”) ratified the International Convention on the Elimination of all forms of Racial Discrimination ICERD (and was subsequently amended by Law 205/1993, so called “Mancino Law”, and by Law 85/2006).

26 April 1993 following several violent attacks against people from North Africa and Somalia, and incidents of antisemitic vandalism the Government enacts the “Mancino Law” setting out “Urgent measures concerning racial, ethnic and religious discrimination”.⁸

1998 Law passed which introduced specific civil law provisions against discrimination on grounds of racial or ethnic origin, colour, nationality, religion etc. These anti-discrimination clauses in the above law provided for the setting up of regional anti-discrimination observatories charged with monitoring racial discrimination and related intolerances and assisting victims of such acts.

2003 UNAR, The National Office Against Racial Discrimination is established within the Department for Equal Opportunities under the Presidency of the Council of Ministers, as a result of the Equal Treatment Directive.⁹ Part of its remit is to monitor hate crimes (see ‘Mapping Italy’s Data Collection and Recording Systems’ for more information on its hate crime recording and reporting responsibilities).

18 September 2008 “Castel Volturno’s massacre” or “San Gennaro massacre”. During the night of September 18th 2008, the Camorra criminal organization (i.e. Neapolitan mafia) Setola clan killed six young Nigerians in Castel Volturno (Caserta). While the killings were also part of a ‘turf war’ (both the Setola clan and Nigerian mafia smuggled drugs), the head of the Camorra organisation ordered his members to go to a regular gathering place for Nigerians and kill people on the grounds of their ethnicity, without regard to their involvement in drug smuggling. The resulting court case was the first time the ‘Mancino law’ was applied to a mafia crime.¹⁰

29 September 2008 Emmanuel Bonsu is mistaken for a drug dealer and arrested by the Parma local Police. He was brought to the local police station, physically assaulted and treated in a disrespectful and racist way, including one police officer having his photograph taken while presenting Emmanuel as a “hunting trophy”. After a very long and complicated criminal process, 9 officers received sentences up to 4.5 years.

⁸ 1993, n. 122. Subsequently converted into law 25 June 1993, n. 205, referred to as the Mancino Law.

⁹ European Directive 2000/43/CE, to promote the principle of equal treatment of individuals, independently of their race or ethnic origin , <http://www.equineteurope.org/National-Office-against-Racial>

¹⁰ (L. 205/93, art. 3)

2009 LUNARIA starts to monitor hate crimes and publish information on racist crime. <http://www.cronachediordinariorazzismo.org>.

2010 LGBTI associations ask for specific attention regarding their security needs. In a major step forward in establishing cooperation with CSOs and improving hate crime recording, the Observatory for Security against Acts of Discrimination (OSCAD) is established by the Chief of Police, Director General of Public Security. OSCAD aims to prevent and counter all forms of hate crime.

2011 MoU signed between OSCAD and UNAR, including specific agreements on data sharing.

13 December 2011 Gianluca Casseri, an activist from the extreme right, shoots dead Modou Samb, and Mor Diop, and shoots and seriously injures Moustapha Dieng, Mor Sougou, and Cheikh Mbengue, before killing himself. Local and national institutions condemn the action and the Senegalese community of Florence and Tuscany in cooperation with the Tuscany Regional government, COOP, the organization Arci and UNAR promotes various initiatives to support the victim's families including vigils and a scholarship for the victims' sons.

2012 In November 2012 following an injunction from the relevant judicial authority, the Italian section of the website Stormfront is taken down. Its content included incitement to hatred against Jews, migrants, Roma people, and these communities' perceived supporters such as the media, police, and politicians. Four people are sentenced by the "Corte di Cassazione" (Italian Supreme court) in 2016.¹¹

2013 The National Plan of Action against Racism, Xenophobia and Intolerance (2013-2015) is published, including specific actions to improve hate crime monitoring.¹²

May 2016 A Parliamentary commission, also known as the Jo Cox Commission, against intolerance, hate and racism is established, with NGO representation. Part of its remit is to reviews and make recommendations on action relating to hate and hate speech recording and data collection.

20 June 2016 Law No. 116/2016 amended the Article 3 of the Law No. 654/1975 and, adding the section 3bis, introduced in the Italian legislation the crime of the "Holocaust denial"

¹¹ <http://www.osservatorioantisemitismo.it/articoli/la-corte-di-cassazione-ha-confermato-le-condanne-agli-estremisti-di-stormfront/?hilita=%27stormfront%27>

¹² First National Plan of Action against Racism, Xenophobia and Intolerance (2013-2015), developed by Unar, includes the following aims: a) to improve the monitoring system of discrimination by coordinating and commissioning networking of the various available statistics; b) to refine statistics related to the disputes of art. 3 of Mancino Law and article 3 of Law no. 654/75, including monitoring the 'lifetime' of the data, from the complaint/intervention to the various procedural stages, and the eventual ruling of the Supreme Court; c) the collection of information related to target groups (Lunaria report, 'Together, fighting against hate crimes').

5 July 2016 Amedeo Mancini is arrested on suspicion of racially aggravated involuntary manslaughter by Italian police investigating the killing of the Nigerian immigrant Emmanuel Chidi Namdi. During the incident, which took place in Fermo, an argument broke out after racist abuse was hurled at the partner of Emmanuel. The violence escalated when Emmanuel reacted to the slur. During the fight, the victim was severely injured and died in hospital. The government condemned the attack as racist. Mancini was convicted in 2017 for involuntary manslaughter aggravated by racist motivation.¹³

June 2017 *Facing all the Facts* workshop is held in Rome. The workshop was identified by several as a strong opportunity to, ‘make concrete possible cooperation on data collection.’ The workshop is the first time that public authorities and NGOs came together to discuss hate crime recording and data collection in Italy at the national level.

July 2017 Final report of the Jox Cox Committee is published. It includes several recommendations for legislative change and to improve hate crime recording, including to, ‘enhance and coordinate the instruments used by the Ministry of the Interior (OSCAD) and the Ministry of Justice to monitor hate crimes’.¹⁴

20 November 2017 Law No. 167/2017 amended the above mentioned section 3bis of Article 3 of the Law 654/1975 introducing the phrase ‘on grossly trivializing or condoning’ after the words: ‘are based, in whole or in part, on denying’

February 2018 The OSCAD pages on the Ministry of Interior website are updated to include public statistics on reports sent to OSCAD. The document will be updated on a regular basis and CSOs and INGOs will be informed about its location and content.¹⁵

February 2018 Six asylum seekers from five African countries are shot and wounded by a far right extremist in ten different locations in the city of Macerata. The gunman drove around the city shooting at every Black person he came across. He handed himself over to the Police in front of the Monument of the Unknown soldier after shrouding himself in the Italian national flag and making the Fascist salute.

13 <http://www.repubblica>

14 <http://website-pace.net/documents/19879/3373777/20170825-HatePyramid-EN.pdf>

15 <http://www.interno.gov.it/it/ministero/osservatori/osservatorio-sicurezza-contro-atti-discriminatori-oscad> <http://www.interno.gov.it/it/sala-stampa/dati-e-statistiche/dati-sulle-segnalazioni-pervenute-contro-atti-discriminatori>

1 March 2018 Legislative Decree 21/2018 introduced the Article 604-bis “Propaganda and incitement to commit crime for discrimination on racial, ethnic and religious grounds” whose section 3 has to be read as follows: “The term of imprisonment shall be from two to six years if the propaganda or instigation and incitement committed in such a way that a real danger of dissemination arises, are based, fully or partially, on denying, grossly trivializing or condoning the Holocaust, genocide crimes, crimes against humanity and war crimes, as set out in Articles 6, 7 and 8 of the Statute of the International Criminal Court, as ratified by Act No. 232 of 12 July 1999” and the Article 604-ter (Aggravating circumstance) in the Penal Code. The former repealed the article 3 of Law No. 654/1975, the latter repealed the Article 3 of Law No. 205/1993 (Mancino aggravating circumstance).

March 2018 A Senegalese immigrant, Idy Diene, is shot on his way to work in Florence by a 63-year old Italian, Roberto Pirrone. No evidence has emerged suggesting that the victim and his attacker knew each other. The killer said he had decided to commit suicide that morning due to economic difficulties he was going through at the time. He said he could not muster the courage to shoot himself and so he decided to shoot the first person he would on leaving his home. CCTV recording featuring the killer from his home to the bridge show that the victim was the seventh person (and the only Black person) he met on his way.

The Journey of a hate crime

Using a workshop methodology, around 100 people across the 6 countries taking part in this research contributed to creating a victim-focused, multi-agency picture about what information is and should be captured as a hate crime case journeys through the criminal justice system from reporting to investigation, prosecution and sentencing, and the key stakeholders involved.¹⁶

The *Journey* graphic conveys the shared knowledge and experience generated from this exercise. From the legal perspective, it confirms the core problem articulated by Schweppe, Haynes and Walters where, ‘rather than the hate element being communicated forward and impacting the investigation, prosecution and sentencing of the case, it is often “disappeared” or “filtered out” from the process.’^{17,18} It also conveys the complex set of experiences, duties, factors and stakeholders that come into play in efforts to evidence and map the victim experience through key points of reporting, recording and data collection. The police officer, prosecutor, judge and CSO support worker are shown as each being essential to capturing and acting on key information about the victim experience of hate, hostility and bias crime, and their safety and support needs. International norms and standards¹⁹ are the basis for key questions about what information and data is and should be captured.

The reasons why victims do not engage with the police and the criminal justice process are conveyed along with the potential loneliness and confusion of those who do. The professional perspective and attitude of criminal justice professionals that are necessary for a successful journey are presented.²⁰ NGOs are shown as an essential, if fragile, ‘safety net’, which is a source of information and support to victims across the system, and plays a role in bringing evidence of bias motivation to the attention of the police and the prosecution service.

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

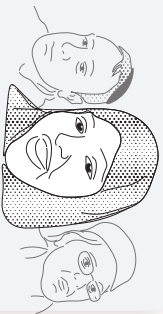
16 See Methodology section of the [European Report](#) for further detail

17 Schweppe, J., Haynes, A. and Walters M (2018) *Lifecycle of a Hate Crime: Comparative Report*. Dublin: ICCL p. 67.

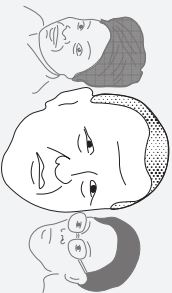
18 The extent of this ‘disappearing’ varied across national contexts, and is detailed in national reports.

19 See appendix XX

20 Based on interviews with individual ‘change agents’ from across these perspectives during the research.



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



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



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



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

- Do police record:
- Type of potential hate crime?
 - Bias indicators and victim perception?
 - Victim support and safety needs?
- Is this information passed to the prosecution?



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

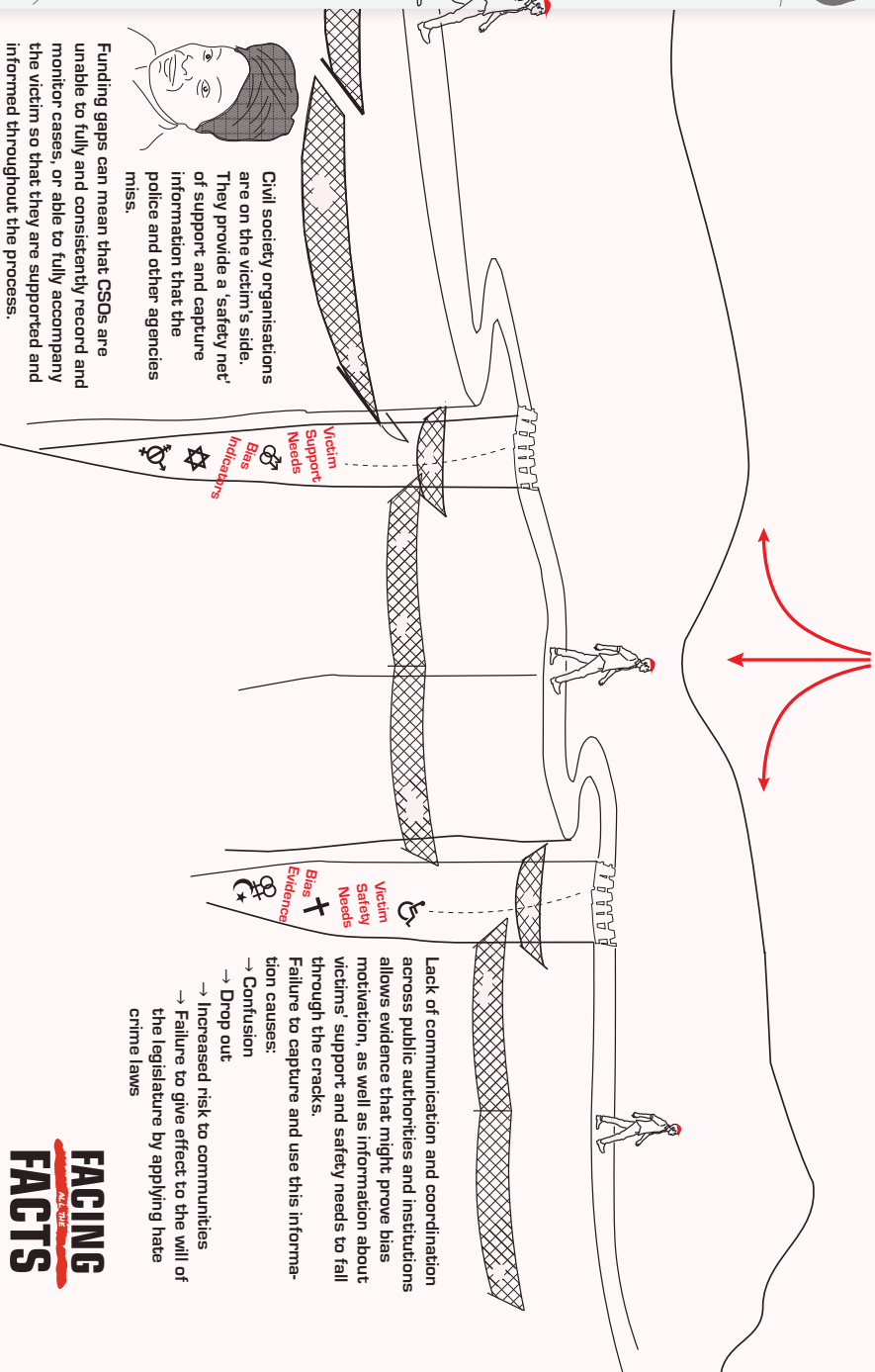
- Do prosecutors record:
- Type of hate crime?
 - Evidence of bias and victim perception?
 - Victim support and safety needs at court (and beyond)?
- Is this information presented to the court?



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

- Does the court record:
- Whether hate crime law was applied?
 - Victim support and safety needs at court (and beyond)?
- Is this information communicated to the public?

SUPPORT, SAFETY, COMMUNICATION & JUSTICE



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

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

Lack of communication and coordination across public authorities and institutions allows evidence that might prove bias motivation, as well as information about victims' support and safety needs to fall through the cracks. Failure to capture and use this information causes:

- Confusion
- Drop out
- Increased risk to communities
- Failure to give effect to the will of the legislature by applying hate crime laws

Mapping Italy's Data Collection and Recording Systems

The 'linear' criminal justice *process* presented in the *Journey* graphic is shaped by a broader *system* of connections and relationships that needs to be taken into account. Extensive work and continuous consultation produced a victim-focused framework and methodology, based on an explicit list of international norms and standards that seeks to support an inclusive and victim-focused assessment of the national situation, based on a concept of *relationships*. It integrates a consideration of evidence of CSO-public authority cooperation on hate crime recording and data collection as well as evidence relating to the quality of CSO efforts to directly record and monitor hate crimes against the communities they support and represent.²¹ It aims to go beyond, yet complement existing approaches such as OSCE-ODIHR's Key Observations framework and its INFAHCT Programme.²² The *systems* map also serve as a tool support all stakeholders in a workshop or other interactive setting to co-describe current hate crime recording and data collection systems; co-diagnose its strengths and weaknesses and co-prioritise actions for improvement.²³

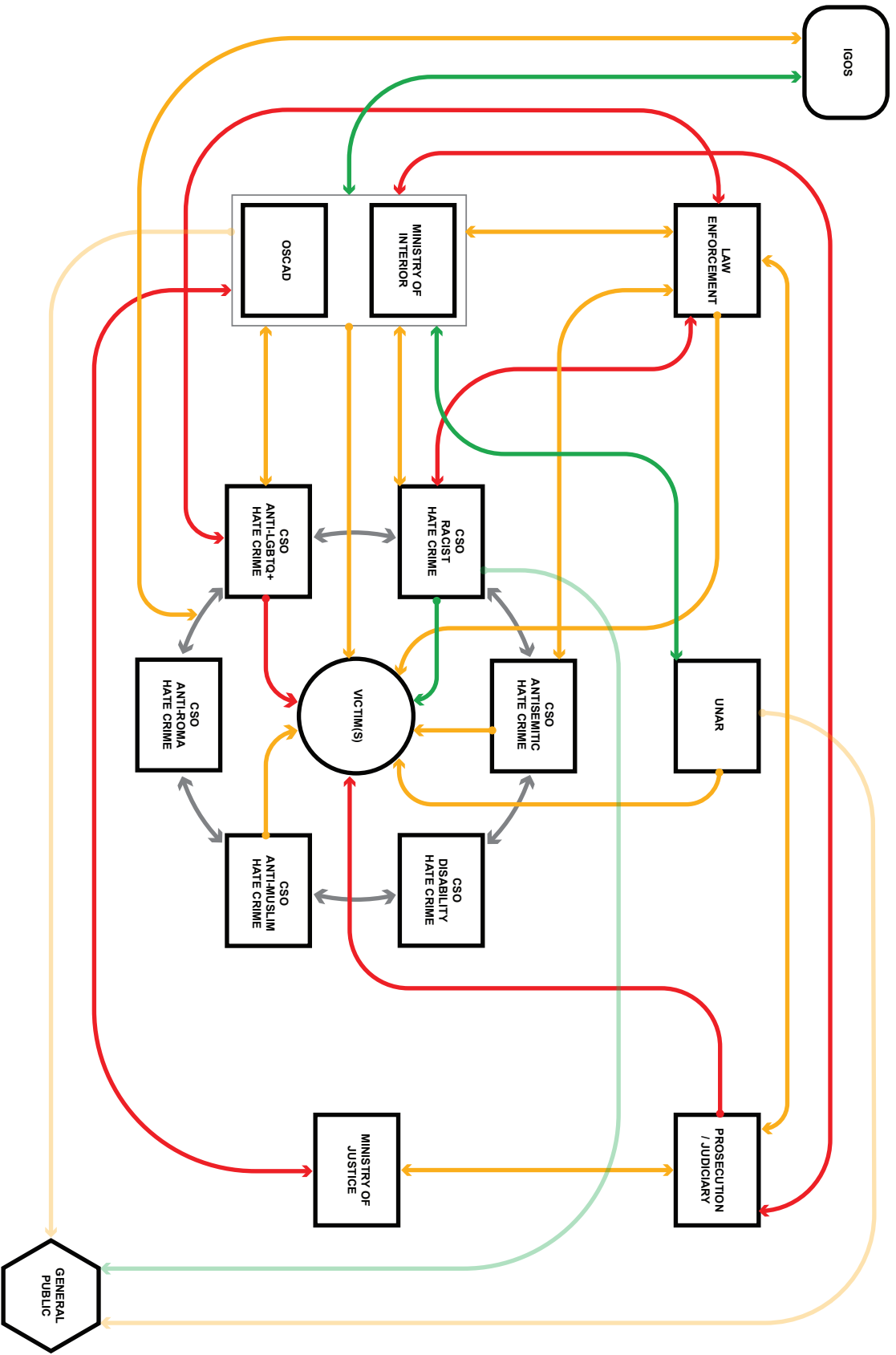
The systems maps should be studied with reference to the self-assessment framework, which provides a detailed explanation for the colour coded relationships. If the map is being viewed online, these explanatory notes can be accessed by clicking on the '+' icon.

Follow the link to use the online, full-screen interactive version of [Italy's systems map](#).

²¹ For a full description of the main stakeholders included in national assessments, and how the self-assessment framework relates to the 'systems map', see the Methodology section of the [European Report](#).

²² 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>

²³ See Methodology section of the [European Report](#) for instructions.



Evidence of relationships and overall commentary



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



Adequate relationship: limited framework and action.



Poor relationship: inadequate framework and action.



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



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



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

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 because there is 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 law enforcement agencies and/or 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.²⁴ 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.

²⁴ <http://www.interno.gov.it/ministero/osservatori/osservatorio-sicurezza-contro-atti-discriminatori-oscad>

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

National context

The technicalities of hate crime recording and data collection take place in a dynamic social, political and institutional context, which needs to be considered in efforts to identify key actions for improvement to Italy’s hate crime recording and data collection system. As set out in the timeline, public consciousness about hate crime is likely to have been shaped by many serious racist attacks across the country. Specific steps have been taken to ensure the courts can recognise crimes motivated by bias and hostility and important institutional developments have established expertise and connection. However, Italy’s progress on hate crime recording and data collection could be described as one of incremental change, albeit in the right direction. In a context of strong cooperation between elements of the Italian state, especially OSCAD, and civil society within a supportive international framework comprised of specific projects, and relevant policy developments, people at the centre of efforts have been ‘stretch[ing] boundaries....carefully’.²⁵ However, the systems map illustrates that this positive work is taking place in a strategic vacuum with no national framework that can support inter-institutional cooperation.

As other countries in Southern Europe, Italy is challenged by a recent influx of refugees and migrants and by the related apparent rise in anti-immigrant sentiment in the public and political spheres, sometimes manifesting as racism and racist crime. One interviewee remarked that the conversation has moved away from the general problem and impact of racism in Italy to ‘more emergency issues’ also negatively affecting multi-generation Italians with an ethnic minority background. The same interviewee asked, ‘what is the number that tells you that there is a problem?’²⁶ Underlying his question was a worry that even a high number of recorded crimes and media attention on recent killings of migrants might not shift public awareness to a broader concern about the impact of hate crimes on individuals, their families

²⁵ Interviewee 3

²⁶ Interviewee 6

and society without the political will and implementation strategy to understand and address the problem. While our research found that there is great potential to strengthen and broaden existing cooperation and significantly improve hate crime recording and monitoring across the NGO and public authority spheres in Italy, these are limited actions that must be considered within significant broader societal and political challenges.

'The context of police – CSO cooperation: different starting points, different missions... [yet] moving towards the victim

Several interviewees commented on the need to recognise the necessarily different starting points and thus different perspectives of those involved in hate crime recording and data collection. One police officer provided insight into the challenges of taking a different perspective on hate crime,

'it is a little bit tough because you have to work from another point of view... you have to take more into consideration the perception of the victim...some of the complaints against police and some police complaints against equality bodies or NGOs [can be] because the two of them don't know what exactly they do and what their mission is...they can't have the same mission'.²⁷

These differences in approach on hate crime recording were reflected during the first workshop, with CSO data and perspectives focusing on the experience and perception of the victim and public authorities focusing on more 'objective' information about the victim, offender demographics and potential crime type.

One interviewee felt that a commonly held belief within the police is that 'solving problems', rather than addressing more structural issues of discrimination, is central to their mission. This, she argued is a specific barrier to cooperation with organisations working on anti-discrimination. Accepting the importance of the police 'problem-solving' role, she pointed out that a shift in mindset is also needed, 'we have to work [together], because in a society free from discrimination everybody gains, everybody lives better, and also police can do his job in a better way'.²⁸

²⁷ Interviewee 1

²⁸ Interviewee 1

'Making steps towards the victims'

Several interviewees provided positive examples of senior police taking the decision to engage with communities including:

- senior police initiating meetings in CSO premises instead of requiring CSO representatives to come to the police;
- inviting NGOs to co-design and co-train on hate crime;
- involving communities in sensitive and challenging discussions around policing refugee and migrant communities;
- keeping in mind that it is possible to hold very different positions in one area, yet cooperate and move forward in others;
- remembering to treat each other with respect. One CSO interviewee explained that a key element of effective cooperation is, 'being recognised and respected as valid interlocutors'. Conversely, she explained that being treated with disrespect by one member of an institution, can feel the same as not being respected by the institution itself.²⁹

These positive examples indicate rich pockets of leadership and commitment, however, they take place in a context of limited strategic connection across public authority and CSO 'divides'.

Building on the current context: 'from the occasional to the institutional'

The most successful and developed connection between CSOs and public authorities is in the area of training where CSOs systematically contribute to OSCAD's training seminars on hate crime. As one interviewee put it, '[with NGO involvement] we immediately noticed that the quality of our efforts increased very much'.³⁰

However, overall, cooperation with the police was described as 'sporadic' and 'at the discretion of the investigating officer'. During the first workshop in June 2017, the point was made by NGO representatives that 'the victim opens up easily with CSOs, providing lots of data: synergy between CSOs and police forces is needed'. One interviewee commented that the positive interactions taking place between OSCAD and NGOs should progress from the 'occasional to the institutional'.³¹ However, this shift requires strategic decisions that better orientate all institutions and agencies towards better hate crime and data collection practice across the whole system.

²⁹ Interviewee 5

³⁰ Interviewee 3

³¹ Interviewee 5

There is evidence that the capacity and skills of CSOs would need to be significantly developed should public authorities seek to engage more strategically. During the workshop in June 2017, CSOs pointed out that there is a ‘problem of robust collection of [CSO] data to be shared with OSCAD and UNAR in order to support advocacy activities’. CSO recording methods were described by one experienced CSO as ‘descriptive’ and not ‘statistical’ and often based on media reports only.³² As can be observed on the systems map, there are few examples of strong relationships between victims of hate crime and CSOs skilled in hate crime recording and support.

Research, interviews and feedback during the consultation phase offered two main reasons for this. First, there is a lack of resources. As a member of an organisation supporting LGBT+ communities pointed out, ‘We stopped recording. But why, not because it is not important, but the problem was that there were so many that we could no longer afford to go through the recording process and to offer help’.³³ Current funding offered through UNAR’s grant programmes was identified as too short term and over-focused on awareness-raising as opposed to systematic monitoring. As one contributor pointed out, ‘Systematic monitoring and data collection can hardly be financed through periodic and competitive call for proposals, if such activity is to become a continuous one’.³⁴

Secondly, it was observed that the absence of an ‘official’ definition of hate crime had a negative effect on the quality of hate crime data produced by the Italian hate crime recording and data collection system overall, whether by public authorities or CSOs. Different bodies use varied and incompatible methods of recording and data collection, producing uncomparable data. As illustrated by the systems map, no data is systematically recorded or collected at the prosecution stage of hate crime cases, precluding conclusions about how well hate crime progress through the criminal justice process. Equally, there is evidence of discrepancies between the numbers of hate crimes and incidents recorded by CSOs and the number recorded by UNAR for its annual report to Parliament and to the Council of Ministers.³⁵ The argument was offered that until a common approach to defining hate crime is taken across the system, it is impossible to obtain reliable, comparable data from the investigation to prosecution and sentencing stages, also encompassing data and information from CSOs.

³² Interviewee 4

³³ Interviewee 5

³⁴ Interviewee 4

³⁵ In accordance with art. 7-F Legislative Decree nr 215/2003

There are some examples of promising practice by CSOs. For example, LUNARIA's recording and monitoring work is relatively robust and longstanding and might provide the basis for deeper cooperation between law enforcement in the area of hate crime recording and data collection and investigation practice. There are also aspects of practice that could be further explored in the cooperation between L'UCEI (Unione delle comunità ebraiche italiane) and law enforcement relating to the protection of Jewish communities.

It was pointed out by CSOs during the consultation meeting on 23 May 2018 that the issues involved in hate crime investigations can be complex and require strong cooperation between expert CSOs and law enforcement. One idea was to work together to produce specific guidelines relating to how to sensitively investigate crimes based on bias against LGBT+ people and other types of hate crimes.³⁶

Culture [of] change?

Effective cooperation often involves an appreciation of cultural differences across public and civil society institutions. 'Stretching boundaries....carefully', is how one interviewee described one of the most effective ways of achieving change in conservative and hierarchical institutions such as the police.³⁷ One example of 'successful boundary stretching' given was the process of securing the decision by senior management to continuously increase the length and quality of police trainings on discrimination delivered by OSCAD. Several interviewees pointed to the fact that while passion is essential, it needs to be 'balanced with professionalism'.

While institutional change can be slow in some areas, key strategic decisions can significantly speed up the process. One interviewee observed that while positive change in the area of hate crime feels more like a marathon than a sprint, actions such as the establishment of OSCAD were a 'great leap forward'.³⁸

Another interviewee called OSCAD and UNAR the major 'pillars' in efforts to understand and address hate crime.³⁹ It is clear from the systems map that OSCAD has secured many of the necessary positive connections and communication flows that form the basis of an effective hate crime recording and data collection system.

36 This approach is supported by a recent FRA report, which identified four main ways that CSOs and the police can cooperate in the area of hate crime recording and data collection: Exchanging data and information; Working together to uncover the 'dark figure' of hate crime; Cooperating on the development of instructions, guidance or training on recording hate crime, including exchanging expertise to develop, refine and revise bias indicators; Establishing working groups on how to improve the recording of hate crime

See FRA (2018)

37 Interviewee 3

38 Interviewee 2

39 Interviewee 1

Its innovative method of monitoring hate crime on the grounds of LGBTI, its actions to improve the granularity of information on other types of hate crime, its sustained focus on police training, and involving CSOs as partners are likely to be key influencing factors behind the steady increase in recorded hate crimes since 2015.⁴⁰

Support for those at the centre of efforts to improve hate crime responses was also identified as being of central importance. For some the international working groups and initiatives, the European Commission's High Level Working Group on Racism and Xenophobia and the subgroup on hate crime recording were key to securing the impetus to move forward on securing improvement to hate crime recording and training at the national level. Positive and productive interpersonal connections were as important. Several interviewees pointed to the significant support and professional boost they felt when meeting their counterparts from other countries at events organised by ODIHR, the FRA, the European Commission, and others. Finally, being treated with respect by institutions and organisations at the national level were reported to greatly support collaborative efforts.

Recording hate crimes against LGBTI people

The particular situation of information about hate crime against LGBTI people was raised by several interviewees. Recording hate crimes based on bias towards LGBTI people is challenging because these groups are not recognised in Italy's hate crime legislation. For one interviewee, the journey towards recognising LGBTI people as a group targeted by hate crime is connected to broader civil rights struggles. As she put it, 'It is difficult to say that a category of people is a target of offences if that very category is not even recognised from a legal point of view'.⁴¹

There has been progress. Legal recognition of same-sex partnerships has been in place since 2015 and OSCAD has been monitoring homophobic and transphobic crime since its inception in late 2010, in cooperation with the equality body UNAR. One outcome from the Connecting on Hate Crime Data workshop was an agreement in principle to seek cooperation with an LGBT organisation that plans to focus on hate crime recording.

An interviewee from an LGBTI organisation described an interesting attempt to ask the Italian courts to determine whether denying the genocide of LGBTI people by Nazi Germany would fall within the newly enacted legislation on 'negationism', which would provide some recognition of LGBTI bias in the broader Italian legal framework relating to 'hate'.

⁴⁰ According to OSCE data, recorded hate crimes have increased from 555 to 1048 between 2015-2017.

⁴¹ Interviewee 5

Recommendations

This section builds upon recommendations from previous reports on hate crime, including [Lunaria](#) and the [Jo Cox Commission](#). They are focused on improving hate crime recording through a cooperative approach between NGOs and public authorities.

Recommendation 1: Consider developing a definition of hate crime for monitoring purposes.

It was agreed at the consultation meeting in May 2018 that implementing a shared monitoring definition would improve the granularity of information relating to offences based on racism, religion, nationality, language and disability (currently covered by the law) as well as offences based on bias towards sexual orientation and gender identity currently not protected by the law. It could also be adopted by CSOs that record and monitor hate crime, thus developing a common basis for cooperation in this area. In seeking to move forward on the recommendations, stakeholders should draw on resources from FRA and ODIHR.⁴²

Recommendation 2: Move towards a joined up approach to record and monitor hate crime across government ministries, public authorities and civil society organisations.

Several interviewees, as well as workshop participants expressed the view that a clearer understanding of the prevalence and nature of hate crime in Italy would be achieved with better coordination of hate crime recording and data collection across all organisations, both statutory and non-statutory. One interviewee pointed to the fact that ‘no one has the complete picture’ at the national level and that establishing a national coordinating body would help address this problem.⁴³ This view was supported by the workshop findings and conclusions.

The following overall recommendation was agreed in principle at the consultation workshop in May 2018, however, the specific model and way forward will need to be confirmed. The text below gives some ideas to consider.

Recommendation 3: Consider securing agreement across the relevant ministries and agencies to establish a framework that allows for regular meetings to discuss the current situation on hate crime reporting and recording and agree and monitor actions for improvement. In establishing this framework the following could be considered:

⁴² See Joint workshops offered by FRA and ODIHR as well as ODIHR's INFAHCT programme, <https://www.osce.org/odihhr/INFAHCT>

⁴³ Interviewee 3

- implement a rotating chair whose role it would be to initiate and coordinate meeting agendas and, with the help of the secretariat (below), monitor the actions of member departments and agencies, including on hate crime recording and data collection. The chair would rotate across the main stakeholders working on the issue across the relevant government departments;
- appoint a competent body to act as the secretariat and to, inter alia, keep track of actions and agreements, ensure regular and effective meetings and communication. Consider OSCAD to perform the secretariat function in the first instance;
- ensure permanent representation from competent civil society organisations that conduct relevant monitoring based on a clear and effective methodology;
- draw on the resources of FRA/ODIHR hate crime recording and data collection workshops to maps gaps and opportunities and priorities for action at the national level.

Recommendation 4: Agree a framework for cooperation with competent CSOs on hate crime recording and data collection. This could include working towards a memorandum of understanding (MoU) for data sharing

Recommendation 5: development of simple, ‘pocket sized’ guidance for police on bias indicators. There is a low awareness about hate crime within the Italian police. Workstream 2 of the Facing all the Facts Programme is dedicated to developing online learning for frontline police to raise awareness and build knowledge and skills in this area and OSCAD is developing online learning tailored to Italian law enforcement agencies. The proposed leaflet would complement this approach and serve as a simple tool to support everyday responses and investigations.

Recommendation 6: Improve transparency and visibility of official data. The recent move to improve the visibility of OSCAD data could be built upon to publish all available data on hate crime from across the system. Italian officials could consider drawing on other approaches in the EU for inspiration in this regard (e.g. the Netherlands).

Recommendation 7: Review and revise current funding and support programmes aimed at CSOs that conduct hate crime recording, monitoring and victim support.

This report highlights current problems with how CSO hate crime recording and monitoring is supported both financially and institutionally. It is recommended that current programmes are revised with a view to provide longer term funding, within a cross-government framework that supports inter-institutional cooperation on training and information sharing across public authorities and CSOs. Equally, it is recommended that CSOs that either current or future plans to conduct monitoring, work together with a view to a establishing a strategic and networked approach. In setting up this network the advice and guidance of the Racist Violence Recording Network in Greece and the Working Group Against Hate Crime in Hungary could be sought. The network could be a launching point for cooperation on hate crime recording and data collection with OSCAD and other public authorities.

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

This document sets out the evidence that can be used to understand and describe current strengths and weaknesses across the relationships that form national hate crime recording and data collection systems.¹ It aims to build on and complement existing approaches such as OSCE-ODIHR's Key Observations framework and its INFAHCT Programme.² Guidance that relates to what evidence can be captured, used and published by public authorities is 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.³

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

¹ See methodology report for more on the concept of 'systems'.

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

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

Table one: Self-assessments: general approach

Relationship	Evidence used to describe relationships 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>Law-enforcement – prosecution; judiciary; Ministry of Interior</p> <p>Prosecution – Judiciary, Ministry of Justice</p> <p>Ministries - Ministries (e.g. Mol-MoJ, etc.)</p> <p>Victim - law enforcement; prosecution, ministries; CSOs</p> <p>General public – law enforcement; Ministry(ies), prosecution; CSOs</p> <p>CSOs – law enforcement; prosecution; ministries, other CSOs.</p> <p>IGO – 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"> 1. 'framework' 2. 'action' <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.⁴ 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

⁴ <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: Total: Colour:
	Framework	Action	
Law enforcement – Judiciary/ prosecution	<p><i>Relevant norm/standard:</i> 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> 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>Framework: 2</p> <p>Action: 1</p> <p>Colour: amber</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"> - 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. 	<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>		
	Framework	Action	
<p>Law enforcement – Ministry of Interior (Moi)/ OSCAD</p>	<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>Framework: 2</p> <p>Action: 2</p> <p>Colour: amber</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"> - regular training on hate crime and racist hate crime bias indicators through the national cascading of the ODIHR TAHCLE Programme - coordinated a workshop on cooperating on hate crime data, with the Facing all the Facts project. - receiving and dealing with direct reports from victims/ngo/unar - identifying skilled police officers to interview holds regular hate crime training with police. <p>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.</p>	<p>Framework: 1 Action: 3 Colour: amber</p>
	Framework	Action	
Prosecution/Judiciary – MoJ	<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>Framework: 0 Action: 0 Colour:</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>		red
	<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>	
	Framework	Action	
Mol/OSCAD – prosecution/judiciary	<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>	Framework: 1 Action: 0 Colour: red
	<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.	
	Framework	Action	
Mol/OSCAD – MoJ (and other ministries, named at national level)	<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>	Framework:1 Action: 1 colour red
	<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	
Mol/OSCAD – UNAR	<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>Framework:3 Action:2</p> <p>Colour: green</p>
	<p><i>Description of national situation:</i> UNAR 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.		
	Framework	Action	
Victim- Law enforcement	<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>Framework: 1</p> <p>Action: 2</p> <p>Colour - amber</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 or that OSCAD is effectively referring incidents they receive through their reporting procedure.</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>	
	Framework	Action	
Victim - Prosecution	<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>Framework: 1 Action: 0</p>

			Colour: red
	<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 - https://e-justice.europa.eu/content_rights_of_victims_of_crime_in_criminal_proceedings-171-IT-maximizeMS-en.do?clang=en&idSubpage=5&member=1</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>	
	Framework	Action	
Victim – Mol/ OSCAD	<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>Framework: 1</p> <p>Action: 2</p> <p>Colour: amber</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>	
	Framework	Action	
Victim - CSO monitoring Racist HC	<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>Framework: 3</p> <p>Action: 2</p> <p>Colour: Green</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. http://www.cirdi.org</p> <p>Lunaria (www.lunaria.org) has been monitoring discriminations and racist violences in Italy since 2009 - http://www.cronachediordinariorazzismo.org. Lunaria monitors discriminations and racist violence committed on the basis of real or supposed:</p> <ul style="list-style-type: none"> • nationality, • ethnic and national origin, • religion, • cultural belonging and practices <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 http://hatecrime.osce.org/italy)</p> <p>441 racist hate crimes Including threats, murder, property damage and physical assaults were recorded between 2017-2018. (See http://www.cronachediordinariorazzismo.org/wp-content/uploads/FOCUS1_2019_RacismInItalyin2018.pdf, page 4)</p>	
<p>Victim - CSO monitoring anti-Muslim hate crime HC</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>Framework: 2 Action: 2</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>Colour: amber</p>
	Framework	Action	
<p>Victims-organisations monitoring Anti-LGBT+ hate crime</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>Framework: 1</p> <p>Action: 0</p> <p>Colour: red</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>	
	Framework	Action	
<p>Victim- UNAR</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>Framework: 1</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>Action: 3</p> <p>Colour: amber</p>
	Framework	Action	
Victim-organisation monitoring antisemitic hate crime	<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>Framework: 2</p> <p>Action: 2</p> <p>Colour: amber</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) (https://www.osservatorioantisemitismo.it) 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. https://www.osservatorioantisemitismo.it/chi-siamo/		
	Framework	Action	
general public – Mol/ OSCAD	<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).	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
	<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 http://www.interno.gov.it/it/ministero/osservatori/osservatorio-sicurezza-contro-atti-discriminatori-oscad http://www.interno.gov.it/it/sala-stampa/dati-e-statistiche/dati-sulle-segnalazioni-pervenute-contro-atti-discriminatori [Jonathan: shorten link?] The document will be updated on a regular basis and CSOs and INGOs will be informed about its location and content.	

			Action: 2 Colour: amber
	Framework	Action	
General public - CSO monitoring racist crime	<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).	Framework: 3 Action: 2 Colour: green
	<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 http://www.cronachediordinariorazzismo.org .	
	Framework	Action	
General public - UNAR	<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	Framework: 2 Action: 2 Colour: amber
	<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 http://www.unar.it/cosa-facciamo/relazioni/</p>	
	Framework	Action	
CSO monitoring antisemitic crime-Law enforcement	<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>Framework: 0 Action: 3 Colour: Amber</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>	
CSO conducting	<i>Relevant norm/standard:</i>	<i>Relevant norm/standard:</i>	Framework

monitoring of racist crime and CSOs conducting monitoring of anti-LGBT+ hate crime-Law enforcement	<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>rk: 1</p> <p>Action: 1</p> <p>Colour: red</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>	
	Framework	Action	
CSOs monitoring anti-LGBT+ hate crime – Mol/OSCAD	<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>Framework: 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>	

	Framework	Action	
CSOs monitoring racist hate crime – Mol/OSCAD	<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>Framework: 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>	
	Framework	Action	
IGO – relevant government ministry/ CJ agency	<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>Framework: 3</p> <p>Action:3</p> <p>Colour: green</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"> - submitted information to ECRI's 2016 report which observed that Italy does not have a comprehensive data collection system [insert link- https://www.coe.int/t/dghl/monitoring/ecri/country-by-country/italy/ita-cbc-v-2016-019-eng.pdf] - regularly attends meetings of the Subgroup on methodologies for recording and collecting data on hate crime, coordinated by the European 	

		<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"> - 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. - regularly reports data and information about hate crime in Italy for inclusion in OSCE/ODIHR's annual hate crime reporting [insert hyperlink - http://hatecrime.osce.org/italy] 	
	Framework	Action	
IGOs- CSOs monitoring hate crime	<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>Framework: 2</p> <p>Action: 1</p> <p>Colour:</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>amber</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>		