

V-START

Support system for
victims of hate crime
in Italy

REGIONE
TOSCANA



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Index of abbreviations

ASAV	Associazione Scaligera Assistenza Vittime di Reato
ASL	Aziende Sanitarie Locali – Local Health Authorities
CAS	Centri di Accoglienza Straordinaria - Extraordinary Reception Centers
CDEC	Centro di documentazione ebraica contemporanea
CESDI	Centro Servizi Donne Immigrate
CESIE	Centro Studi e Iniziative Europeo
CESV-SPES	Centri di Servizio per il Volontariato del Lazio
CIPM	Centro Italiano per la Promozione della Mediazione
CRESM	Centro Ricerche Economiche e Sociali per il Meridione
CRISI	Centro Ricerche Interventi Stress Interpersonale
COSPE	Cooperazione per lo Sviluppo dei Paesi Emergenti
DIGOS	Divisione Investigazioni Generali e Operazioni Speciali della Polizia di Stato - General Investigation Division and Special Operations of the State Police
ECRI	Commissione Europea contro il Razzismo e l'Intolleranza – European Commission against Racism and Intolerance
FRA	Agenzia Europea per i Diritti Fondamentali – European Fundamental Rights Agency
ISTAT	Istituto Nazionale di Statistica – National Institute of Statistics
LGBTI	Lesbian, gay, bisexual, transgender and intersex
MIUR	Ministero Istruzione Università e Ricerca – Ministry of Education, University and Research
ODIHR	Ufficio OSCE per le istituzioni democratiche e i diritti umani – OSCE Office for Democratic Institutions and Human Rights
OSCAD	Osservatorio per la Sicurezza contro gli Atti Discriminatori - Observatory for Security Against Acts of Discrimination
SDI	Sistema Di Indagine – Investigation system
TAHCLE	Formazione contro i Crimini d’Odio per le Forze dell’Ordine - Training against Hate Crimes for Law Enforcement
UNAR	Ufficio Nazionale contro le discriminazioni razziali – National Office Against Racial Discrimination
UNHCR	United Nations High Commissioner for Refugees
VIS	Victim Supporting Project

Executive summary

The most relevant standard that currently regulates the mechanisms for the protection of the victims of crime in Italy is Legislative Decree 15.12.2015 n. 212, which implemented Directive 2012/29/EU of 25/11/2012 establishing minimum standards on the rights, support and protection of victims of crime.

The main aspect of the Decree is that it introduces mainly procedural changes, whilst neglecting the 'philosophy' of the Directive, which calls for an overall attention to the victim, and an approach focused on rights, assistance and protection. While on the one hand, the Decree ensures a harmonious and rational order in victim protection in the Italian legal system, on the other, it fails to comply with the requirements of the Directive, some of which are completely disregarded.

With regard to criminal law in Italy, there is no organic legislation concerning hate crimes at the moment, nor is this crime category provided for in the criminal code. The only law that refers to this particular type of crime is the Mancino Law no.205/1993, which sets out aggravating circumstances that apply 'for crimes [...] meant to discriminate or to foster ethnic, racial, or religious hatred, or to facilitate the activities of organisations, associations, movements or groups that pursue such purposes'.

The Italian penal code does not currently provide for homophobic and trans-phobic crimes. In 2009 and 2011, Parliament rejected two bills that would have introduced specific protection against crimes motivated by homophobia. Subsequently, other bills were presented to combat this type of hate crimes, the latest of which in 2013. All bills are currently still lying in Parliament.

Data collection on hate crimes and hate speech in Italy draws information from numerous public and private sources; unfortunately, there is no systematic, coordinated data collection based on unequivocal and shared definitions. This raises the issue of data fragmentation, as information is collected using different methodologies and classified in different ways, hindering the construction of a clear and complete picture. This situation, combined with extensive under-reporting that characterizes the Italian context, results in major deficiencies in monitoring and makes it difficult to offer adequate responses for lack of complete information.

In Italy, the support system for victims of crime is characterised by an extensive but fragmented distribution. There is no central institution at the moment charged with supporting victims of crime or coordinating existing services, and there are few support structures created and/or funded at the public level, as described in Recommendations by, and Directives of the European Union. The concept of 'victim support' is relatively new in Italy and it is currently part of a service provision system typical of the Italian support system, provided mainly by civil society organisations and structured as victim support centres historically characterized by voluntary work.

The Italian system is characterized by a number of private social services and organisations that often deal with victims of specific crime categories, including in particular: terrorism, extortion, usury and racketeering, crimes by the *mafia* and organized crime, victims in the line of duty, gender-based violence and stalking, human trafficking and road accidents. If we consider crimes motivated by racial hatred, the mapping exercise that preceded this research did not identify any support services focusing exclusively on victims of racist hate crime. On the contrary, services identified are for the most part 'generalists', that deal with all victims, without having specific expertise on one particular type of crime.

In total, the mapping identified 38 support services, most of which are offered by the private sector. In terms of the territorial distribution, most of the generalist services are in the Centre-North (33 services out of 38), while the south is largely dominated by Centres dealing with victims of organized crime, usury and racketeering. As for the services offered, 33 Centres offer psychological assistance, almost all of them provide legal assistance while the number of Centres that have the capacity to offer health-related support is limited (4 out of 38). Lastly, an important aspect concerns networking and cooperation with other parties: 29 of the mapped organisations belong to national and/or international networks, highlighting how networking is crucial for the creation of connections and synergies between various resources within and between territories.

Currently, there is no standard procedure at the national level, for law enforcement agencies, on how to classify, record and follow-up hate crime cases. The Police and Carabinieri are generally required to provide all information on an alleged crime to the public prosecutor, in order to enable the latter to carry out a proper assessment of the relevant elements of a case and ensure an effective investigation. In the case of hate crimes, however, these law enforcement agencies lack specific tools to determine if a crime case should be classified as motivated by hate, and they are not required to take into account the victim's vulnerability and needs by following a defined procedure that is valid throughout the national territory. Among the public bodies responsible for collecting data on discriminatory acts are the Observatory for Security against Discriminatory Acts (OSCAD) located within the Department of Public Security Central Directorate of Criminal Police and the National Office against Racial Discrimination (UNAR), which is part of the Department for Equal Opportunities under the Presidency of the Council of Ministers.

All operators and experts highlighted the ability to listen and provide protection as the main strengths of support services for victims of crime. In a model where listening plays a fundamental role, it is particularly important to provide linguistic and cultural mediation services for foreigners and minorities who do not speak the Italian language. The research highlights the great importance of disseminating information on the services offered and conducting awareness raising campaigns, together with the need to work in a more focused way, in order to reach-out to victims of hate crimes. One area where generalist support services agree that they need to work harder is that of reaching migrants, asylum seekers, refugees and Roma minorities with information on their services.

With a view to supporting people during the reporting phase, services operate as intermediaries between the victim and law enforcement operators by accompanying the person to meet the Police, ensuring an appropriate reception and ensuring that trained staff is charged with the reception of the victim. Law enforcement operators receive specific training and information focused on how best to manage the reception of a victim and be in a positive listening position..

In terms of the organisation of support services, the network model is the most common and best suited to guarantee a capillary work. Operational protocols and cooperation agreements that foster collaboration between public and private actors are the most effective and widespread, because they favour the integration of different skills and services in order to offer an adequate solution based on potential vulnerabilities, with an assessment of risk factors and definition of individual solutions.

Under-reporting is one of the most difficult challenges in the fight against hate crimes and it is related to the limited knowledge of such crimes and failure of victims to recognize it as such. It is important that Police and support services operators are trained to recognize hate crimes given

the lack of awareness of the specificities of hate crimes by victims and the difficulty they encounter in identifying their condition of victims of a specific category of crime.

Fear of secondary victimization is another factor that hinders reporting cases of hate crimes to the Police or support services. Many operators reported that hate crime victims strongly fear the reactions of the police and the services to which they complain. They fear that their complaints may not be taken seriously, and in some cases, they feel ashamed of reporting a particular case of abuse suffered. For asylum seekers and irregular migrants, fear of exposing their legal status and a potential prosecution for lack of a legal title to stay in the country deter them from reporting. The reluctance to file a complaint stems also from some characteristics of the Italian judicial system. One discouraging factor is the excessive duration of legal proceedings may induce a victim not to file a complaint, in the belief that doing so is too complex, expensive and/or takes too long. The inability of the legal system to ensure effective responses within a reasonable period undermines people's trust, leading them to think that no benefit will ever result from litigation.

Most recurring issues in the recommendations shared by professionals and experts concern the training of all players (from service operators and civil society organisations to lawyers, judges, etc.), the systematisation and extension of legislation, awareness campaigns and education and networking.

1. Introduction

This report documents the findings of a research carried out in four EU countries, within the framework of a transnational project, financially supported by the Directorate-General Justice and Consumers of the European Commission. This project, 'V-START. Victim Support Through Awareness Raising and neTworking', implemented by COSPE – Cooperation for the Development of Emerging Countries (Italy), Human Rights House Zagreb (Croatia), ZARA - Civil Courage and Anti-Racism Work (Austria), and efms – European Forum for Migration Studies (Germany) -, focuses on the protection of victims of crime, in particular, racist and homophobic hate crimes.

The protection of victims of crime has long been at the centre of EU policy. The *Directive 2012/29/EU establishing minimum standards on the rights, support and protection of victims of crime*, underlines the need to protect victims of crime independently from the status of the offender. As highlighted in recital 9 of the above Directive, "Crime is [...] a violation of individual rights of victims. As such, victims of crime should be recognised and treated in a respectful, sensitive and professional manner without discrimination of any kind based on any ground [...]. Victims of crime should be protected from secondary and repeat victimisation, from intimidation and from retaliation, should receive appropriate support to facilitate their recovery and should be provided with sufficient access to justice." This is particularly relevant for hate crimes because besides violating individual rights, they have negative impact on individuals belonging to targeted groups and threaten cohesion in local communities.

Hate crimes, whether physical or psychological, against persons, property or symbols, are increasingly appearing daily realities throughout the EU and sources of social alarm in affected communities. In many EU countries, policies meant to counter hate crimes focus more on apprehending the offender and less on protecting the victim, partly due to limited understanding of the specific character of such crimes and their consequences for vulnerable groups.

This report focuses on 'victims of crime' as defined in Directive 2012/29/EU¹ establishing minimum standards on the rights, support and protection of victims of crime. Throughout this report, the word 'victim' means (i) "a natural person who has suffered harm, including physical, mental or emotional harm or economic loss which was directly caused by a criminal offence; (ii) family members of a person whose death was directly caused by a criminal offence and who have suffered as a result of that person's death". The choice of using the above definition of 'victim' does not ignore the existence of a broad sense of the term and that stereotypical perceptions and representation of the word abound. In popular discourse, the word 'victim' is often portrayed as a helpless and passive individual, leading to a situation where some who have been victimised refuse to identify as such due to the negative connotation. It is important to underline here that the status of being a 'victim of crime' is important in terms of the legal measures and entitlements attached to it.

The V-START Project situates the protection of victims of racist and homophobic hate crimes within the broader framework of protection of crime victims as outlined in EU and national legislation. Building on previous research findings indicating, among others, that many victims do not report their experiences of victimisation, the project has tried to close the knowledge gap of

¹Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime, and replacing Council Framework Decision 2001/220/JHA.

existing measures that victims can use to protect their rights. In particular, the aims and objectives of the project are to strengthen awareness of support services among victims and to facilitate access to existing legal remedies. Specifically, the project focuses on improving the system of support services for victims of hate crimes; enhancing knowledge and skills of professionals working with victims; and promoting cooperation and the exchange of experiences between different actors involved in the provision of support services.

The project will contribute to creating national networks of victim support services, which will strengthen the present capacity of CSOs (explanation) advocating for victims' rights. Through the networks, victims will be encouraged to report incidents and are made aware of their rights and the opportunities offered by specific victim support services.

The main project activities, common to all four partners, include:

- i. mapping of existing support services and outlining the characteristics of the national systems of such services;
- ii. establishing an exchange (and referral) mechanism between local networks of CSOs engaged in countering racist and homophobic hate crimes and general victim support services, in order to improve their knowledge base and to enhance their support activities;
- iii. Pilot training of CSOs, public services workers, legal practitioners and police officers on racist and/or homophobic hate crimes and how to counter them and support victims;
- iv. Information and awareness raising activities on the existing victim support services and the assistance they offer, targeting vulnerable groups.

Equally, common to all four partners is the research methodology used in collecting and collating information, specifically, a qualitative approach using desk research and a limited number of semi-structured interviews. As provided for in one of the project work packages, common guidelines, questionnaires and specific templates have been used for the inventory of support services and the semi-structured interviews of key actors. Following a preliminary desk research used to collect information on existing victim support services and the characteristics of their activities, a number of these organisations have been identified for detailed analysis, using a semi-structured interview to collect further information.

While the inventories are incomplete for all countries, they represent nonetheless, useful tools for individuals and organisations working to help victims of racist and homophobic crimes in order to protect their fundamental rights. We hope that other stakeholders engaged in countering hate crimes in the four countries and in all other EU countries, will find the information provided in this report and indeed, the overall output of the project, useful for their work.

Udo C. Enwereuzor
Transnational Coordinator V-START Project
Florence, October 2018

1.1 Methodology of the research

Regarding the methodology of the study, the identification of the support services to be mapped was carried out through extensive research on the Internet, supplemented by information from documents and studies at national and local level and by in-depth interviews conducted. This allowed to identify 38 organisations. It is important to underline that this is not a complete and

exhaustive mapping, but we have tried to identify the most structured and active services, both public and private. Particular attention was paid to organisations active in the Tuscan territory, also in view of the second phase of the project concerning the creation of the regional network of support services. The main characteristics of the mapped organisations were then reported in the standard form developed by efms.

The characteristics of the Italian victim support system and the recommendations were drawn from 19 in-depth interviews carried out with support services, public services and experts. Out of a total of 34 identified stakeholders, 15 interviews were not conducted due to a lack of response from the organisations contacted. The organisations to be interviewed were identified mainly through the mapping exercise, while other experts were contacted following the indications received during the first interviews carried out (snowballing). These interviews were conducted by telephone, face-to-face or via Skype, following the form of semi-structured interview defined by efms, common to all project partners.

2. Background information: legislative framework and available data

The most relevant legislation that currently regulates the mechanisms for the protection of crime victims in Italy is the Legislative Decree 15.12.2015 n. 212² (entered into force on 20.1.2016), which transposed Directive 2012/29/EU of 25/11/2012 establishing minimum standards on the rights, support and protection of victims of crime and replaced Framework Decision 2001/220/JHA. Directive 2004/80/EC³ on compensation for victims of crime, aimed at facilitating access to compensation for Union citizens who, as victims of an intentional and violent crime in a Member State other than their State of residence, had failed to obtain compensation from the offender for lack of necessary resources or because the latter had not been identified or prosecuted. This Directive was only partially implemented by Italy through Legislative Decree no. 204 of 2007, which did not implement art. 12 of the Directive requiring Member States to ensure that their national legislation provided for the existence of a compensation system for victims of violent intentional crimes committed in their respective territories, with a view to guaranteeing a fair and adequate compensation for victims. In 2011, the European Commission first launched an infringement procedure for failure to transpose art. 12 and later, in October 2014, decided to apply to the European Court of Justice. Following these measures, the 2015-2016 European Law⁴ introduced the indemnity in favour of victims of violent intentional crimes, defining also rules for setting up the fund and the indemnity application. With the inter-ministerial Decree of August 31, 2017, the national compensation system for victims has become operative, which determines the compensation amounts and methods for victims of violent intentional crimes.

Directive 2012/29/EU⁵ is certainly the most complete and effective tool at European level for the protection of crime victims. It considers crime to be a violation of the individual rights of victims, as well as socially harmful, and therefore provides for the rights of victims to be protected regardless of whether the perpetrator has been identified, captured, prosecuted or convicted. The Directive first defines a victim of crime as: 'a natural person who has suffered harm, including physical, mental or emotional harm or economic loss which was directly caused by a criminal offence'; it extends the definition to include also indirect victims, or 'family members of a person whose death was directly caused by a criminal offence and who have suffered harm as a result of that person's death' (Article 2).

The Directive establishes the fundamental rights of crime victims, which are among others:

- The right to receive information in a language understandable from the first contact with the authorities, so that they can participate in the procedure, which gives rise to the right

² Legislative Decree December 15, 2015 n. 212, *Implementation of Directive 2012/29 / EU of the European Parliament and of the Council of October 25, 2012, establishing minimum rules on the rights, assistance and protection of crime victims and replacing Framework Decision 2001/220/JHA*, in: Official Gazette General Series n. 3 of 05-01-2016, available on: <http://www.gazzettaufficiale.it/eli/id/2016/01/05/15G00221/sg>.

³ Council Directive 2004/80/EC of April 24, 2004 relating to compensation to crime victims, available on: <https://eur-lex.europa.eu/legal-content/IT/TXT/?uri=celex%3A32004L0080>.

⁴ Law of July 7, 2016, n. 122, Provisions for the fulfilment of the obligations deriving from Italy's membership of the European Union - European Law 2015-2016, art. 11 and following, available on: <http://www.normattiva.it/uri-res/N2Ls?urn:nir:stato:legge:2016-07-07;122!vig=2017-10-11>.

⁵ Directive 2012/29/EU of the European Parliament and of the Council of October 25, 2012 establishing minimum standards on the rights, assistance and protection of crime victims, and replacing the Framework Decision 2001/220/JHA, available on: https://www.giustizia.it/resources/cms/documents/sgep_tavolo18_allegato3.pdf.

- to interpretation and translation;
- The right to free legal assistance in the event that the victim requests it and, therefore, to have access to legal support;
- The right to receive free psychological and legal assistance or of other nature from support services, even if the victim did not submit a formal complaint;
- The right to participate in the criminal trial and, for the most serious crimes, the possibility of challenging the pronouncement of acquittal;
- The right to obtain information on one's own case, to be heard (even for minors) and the right to avoid contact with the offender.

Among the most important issues addressed by the Directive, there is the need to minimise the risk of secondary victimisation. Victim support services, deemed of particular importance among tools identified by the Directive to mitigate such risks, are covered hereby under art. 8 and 9. These services are also considered fundamental to reduce the number of unreported crimes, and should provide: information and assistance regarding victims' rights; information on any specialist assistance services or referral to these services; emotional and psychological support; advice on financial and practical aspects arising from the crime; advice on risk and prevention of secondary and repeated victimisation, intimidation and retaliation. Assistance services - reserved and free - can be established as public or non-governmental organisations on a professional or voluntary basis, and can operate during the entire criminal proceedings, even when lacking a formal complaint. The Directive also requires Member States to provide training for operators coming into contact with victims, such as police officers and judicial staff, judges, lawyers and those providing assistance, support or restorative justice services, so that they understand their needs and treat them appropriately.

Finally, the European legislator has identified the need to establish possible forms of restorative justice, such as the mediation between victim and offender, to be implemented only upon request and with the victim's consent.

2.1 Italian legislation on the protection of victims of crime

The concept of 'victim of crime' was introduced into the Italian legislative system only in the 1990s, whereas the term used before was 'injured person' (*'persona offesa dal reato'*) or 'plaintiff' (*'parte offesa'*). Prior to Legislative Decree 212/2015, the legislation already provided protection for crime victims but it was mainly economic compensation and limited to certain types of crime⁶. Historically, support for crime victims has been achieved by offering assistance to victims of duty, terrorism and organised crime (*mafia*). The first initiatives for victims of gender-based violence were taken in the 1990s, and were driven by women's organisations that acted independently, with the financial support of local authorities. In 2011, the Department of Equal Opportunities of the Presidency of the Council of Ministers adopted a "*National Plan against Gender-based Violence and Stalking*", financed by the State and run by associations and local authorities.

The State and the Regions have addressed the issue of supporting crime victims and the provision of support services by concluding local agreements on urban security, and enacting regional laws in specific areas. The general framework of the regional system for crime victims is provided by the Decree of the President of the Republic no. 616 of July 24, 1977, which states that Regions should provide economic assistance to the families of the deceased in need and to crime victims,

⁶ For example, the victims' guarantee fund dating back to 1969, which serves to compensate victims when they cannot obtain other compensation, provide economic benefits provided to victims of terrorism and organised crime, etc.

and implement special protection measures⁷.

Almost all Regions have enacted urban safety laws that contain victim support regulations, where common traits emerge⁸:

- 1) The victim's protection pertains to a broader intervention framework concerning 'urban security', no longer intended only as crime prevention and repression, but meant to include interventions of economic and moral support for crime victims, training for sector operators, conflict mediation, etc;
- 2) The Regions' role is mainly one of assistance to local authorities and non-profit organisations, promoting institutional cooperation among the various public actors;
- 3) Intervention types are not specified, but are generically identified as mediation and assistance to victims.

2.1.1 Transposition of Directive 2012/29/EU

In order to comply with the requirements of the European Union, clearly expressed in the 2012 Directive, the Italian Parliament approved Legislative Decree 212/2015⁹, one month after the deadline set by the Directive. Legislative Decree No. 212/2015 is composed of three articles, the first concerns the code of criminal procedure¹⁰, the second describes the implementing rules¹¹, and the third sets out related financial provisions.

The main aspect of the Decree is that it introduces mainly procedural changes, whilst neglecting the 'philosophy' of the Directive, which calls for an overall attention towards the victim, and an approach focused on rights, assistance and protection. If, on the one hand, the Decree makes an organic whole of victim protection in the Italian legal system, on the other, it fails to comply with the requirements of the Directive, some of which are completely disregarded. The Directive, for example, provides for the establishment of victim support services which the Italian law does not provide for, for example information points for victims in courts or public support services. It also lacks a direct link between police and judicial offices on the one hand, and social and health services on the other, to ensure an effective support procedure. Furthermore, even the issue of restorative justice which is of a certain importance in European legislation, is not mentioned in the Decree; the same applies to the specific training of all operators dealing with victims.

Worthy of highlight among the most significant aspects of the decree, is the extension to partners - even in the absence of marriage - of the rights and procedural entitlements of the injured party, which were previously reserved for the next of kin.

Article 90 of the Code of Criminal Procedures on the rights and entitlements of the injured person, introduces a medical determination of age of the victim ordered by a court and a presumption of being a minor where such determination is not decisive.

⁷ Decree of the President of the Republic 24.07.1977, no. 616, Implementation of the proxy pursuant to art. 1 of the L. July 22, 1975 n. 382.art. 23, available on: <http://bes.indire.it/wp-content/uploads/2014/02/Decreto-del-Presidente-della-Repubblica-24.07.77-n.616.pdf>.

⁸ An analysis of regional regulations on urban security can be found in: Regional Observatory on Integrated Security Policies of the Tuscany Region, *Regional Safety Laws*.

⁹ Legislative Decree December 15, 2015 n. 212, Implementation of Directive 2012/29 / EU of the European Parliament and of the Council of October 25, 2012, establishing minimum standards on the rights, support and protection of victims of victims and replacing Framework Decision 2001/220/JHA, in: Official Gazette General Series n. 3 of 05-01-2016, available on: <http://www.gazzettaufficiale.it/eli/id/2016/01/05/15G00221/sg>.

¹⁰ Introducing new articles 90-bis, 90-ter, 90-quater and 143-bis of the Code of Criminal Procedure and modifying articles 90, 134, 190-bis, 351, 362, 392, 398 and 498.

¹¹ Articles 107-ter and 108-ter Implementation Rules Code of Criminal Procedure.

Among the information that must be given to the victim in a language s/he understands, the Decree specifies, besides those of a procedural nature, information on health facilities available in the area, family-reception homes, anti-gender-based violence centres and protected houses for victims. It fails though to specify who is responsible for informing the victim, and how such information should be given. In order to take a statement from a person who does not speak Italian language or to allow the victim to follow the proceedings, the decree broadens the possibility of appointing an interpreter, providing that interpretation may be "*also through the use of remote communication technologies, provided that the physical presence of the interpreter is not necessary to allow the victim to correctly exercise his/her rights*".

Another important aspect of the Decree is that it deals with the assessment of the vulnerability of the victim. It establishes the following criteria for such assessment: age; state of infirmity; psychic disorder; type of crime; modality of the crime; circumstances in which it occurred; offence involves violence against a person; is motivated by racial hatred; offence committed by organised crime; a national or an international terrorist act; trafficking in human beings; offence meant to discriminate; and lastly, the injured person is emotionally, psychologically or economically dependent on the offender. Given that these criteria are based on the characteristics of the victim or on the type of crime experienced, the status of a vulnerable victim is not determined each time but inferred from objective elements. This approach stands in sharp contrast with the indications of the European Directive, which advises that the status of vulnerability should not be assumed to be linked to certain personal characteristics of the victim or features of the crime. The determination of the vulnerability of the victim is not assigned to a specific subject, despite indications in the Directive that expressly prescribe responsibility for this task should fall on support services.

2.2 Legislation on hate crimes

There is no organic criminal law provision concerning hate crimes yet, nor is this crime category provided for in the legal system. The only legislation that refers to this particular type of crime is the Mancino Law no.205/1993, which sets out the aggravating circumstances 'for crimes [...] meant to discriminate or to foster ethnic, racial, or religious hatred, or to facilitate the activities of organisations, associations, movements or groups that pursue such purposes'.

Article 3 of the Italian Constitution affirms equal social dignity and equality before the law of all, without distinction based on sex, race, language, religion, political opinion, personal and social condition. Starting from this fundamental principle, new laws have been approved and old ones amended, leading to the laws that together form the backbone of national legislation on discrimination.

In 1975, new and important provisions on this topic were introduced through the ratification of the New York International Convention on the Elimination of All Forms of Racial Discrimination of 1965 *Legge Reale* (654/75)¹². This Law established that, whoever disseminates "in any way ideas based on racial or ethnic superiority or hatred, or incites to commit or commits acts of discrimination on racial, ethnic, national or religious grounds", is punishable by up to three years in prison. "Whoever incites to commit or commits violence or acts of provocation leading to violence for racial, ethnic, national or religious reasons", is punishable by six months to four years in prison. Furthermore, the law forbids any organisation, association, movement or group having among its own aims incitement to discrimination or violence for racial, ethnic, national or religious

¹² Law October 13, 1975, n. 654, Ratification and execution of the international convention on the elimination of all forms of racial discrimination, open for signature in New York on 7 March 1966.

reasons.

Law 654/75 was subsequently amended and completed by Law 205/93 (also known as *Mancino law*)¹³, entitled 'Urgent measures on racial, ethnic and religious discrimination'. The Mancino law stands out for its determined attempt to broaden the scope of potentially racist behaviours deemed punishable. It establishes preventive measures by sanctioning and repressing acts inciting to racist violence. All forms of discrimination whether in the form of opinion, incitement or act, are first and foremost violations against persons and their dignity. The same law establishes that those who openly express or display emblems and symbols belonging to associations, organisations, movements or groups whose aim is to incite to discrimination and racist violence in public meetings, are punishable by detention and payment of a fine.

In January 2006, Parliament approved a new law that significantly weakened penalties provided for in the Mancino law. Law nr. 85/2006¹⁴ amended various articles of the Penal Code by repealing, replacing entirely or partially modifying them. In particular, it reduced the punishment for those who spread ideas based on racial or ethnic superiority or hatred, or incite to or commit discriminatory acts for racial, ethnic, national or religious reasons, besides restricting the scope of the *Reale* law of 1975. One further change involved the replacement of the word 'incite' with 'instigate' which, according to some legal experts, makes it harder to prove the crime before a court.

The penal code does not currently provide for homophobic and trans-phobic crimes. In 2009 and 2011, Parliament rejected two bills that would have introduced specific protection against crimes motivated by homophobia. Subsequently, other bills were presented to counter this type of hate crimes, the latest in 2013¹⁵. All these bills are currently still pending in Parliament.

While Italy lacks specific legislation against hate speech, it applies the above law relating to offenses of incitement to racial hatred, propaganda of ideas based on racial superiority and hatred, supplemented by the legislation that punish insult, defamation and threat. At the time of closing this report, Italy has signed but not ratified yet the *Additional Protocol to the Convention on Cybercrime*, concerning the criminalisation of acts of a racist and xenophobic nature committed using ITC systems.

2.3 Monitoring hate crimes: most relevant target groups

Data collection on hate crimes and hate speech in Italy draws from numerous public and private sources; unfortunately, there is no systematic and coordinated data collection system that is based on unequivocal and shared definitions. This poses a problem of data fragmentation, as information is compiled using different methodologies and classified in various ways and this hinders the construction of a clear and complete picture of the situation. Moreover, data availability varies according to sources, some of which make information available online while

¹³ Law 205/1993 of June 25, 1993, no. 205 - Conversion into law, with amendments, of the Decree-Law of April 26, 1993, no. 122, containing urgent measures on racial, ethnic and religious discrimination, available on: <http://www.asgi.it/wp-content/uploads/public/legge.25.giugno.1993.no.205.pdf>.

¹⁴ Law of February 24, 2006, no. 85, Amendments to the Criminal Code concerning crimes of opinion, available on: <http://www.camera.it/parlam/leggi/060851.htm>.

¹⁵ Bill of law no. 1052/2013, available on: <http://www.senato.it/japp/bgt/showdoc/17/DDLPRES/716085/index.html>.

others only provide data on request.

This situation, combined with the extensive under-reporting of cases of hate crimes that characterises the Italian landscape, results in major monitoring deficiencies and weakens responses based necessarily on partial information. There is a widespread opinion among researchers who work this topic that data disseminated from different sources represent but the tip of the iceberg, to the point that the European Agency for Fundamental Rights (FRA)¹⁶ places Italy among the countries that provide limited data on hate crimes.

In general, data sources on hate crimes in Italy may divide into two categories: international and national sources, with the latter comprising institutional and civil society sources.

2.3.1 International sources

The main sources of information or data include the Office for Democratic Institutions and Human Rights (ODIHR) of the Organisation for Security and Cooperation in Europe (OSCE) and the FRA (European Union Agency for Fundamental Rights). According to reports published by ODIHR, hate crimes reported by official Italian sources were 472 in 2013, 596 in 2014, 555 in 2015 and 803 in 2016. Of the latter, 338 were motivated by racism and xenophobia, 38 by prejudice about sexual orientation and gender identity, and 204 were towards people with disabilities. By crime type, there are 109 cases of physical attack, 73 cases of threats or threatening behaviour, and 348 unspecified. ODIHR also reports complaints from civil society organisations and other international organisations¹⁷, registering a total of 103 incidents in 2016, most of which are attributable to discrimination against religious groups (51 cases), racism and xenophobia (39), Roma and Sinti nationals (14) and sexual orientation and gender identity (4). Types of crime range from attack to property and goods (70 cases), threats (4), to violent attacks against people (34)¹⁸.

FRA has also published several reports at the European level on the situation of hate crimes, pointing out in particular to Italy, where the perception level of victimisation is very high among migrants of African origin, Roma and Sinti. In a 2012 study¹⁹, FRA reported that people of African descent in Italy are among those with the highest victimisation rates in Europe. A recent update of FRA research²⁰ shows even more worrying results: 33% of people of North African origin say they have suffered harassment based on ethnicity or their migrant condition in the 12 months prior to the research; the same is true for 30% of people coming from Sub-Saharan Africa and 29% of people of Asian descent.

Finally, following a research carried out through interviews with professionals dealing with hate crimes²¹, most of the respondents in Italy claimed that politicians often make racist statements without consequences. Anti-LGBTI statements are also frequently used, which in turn reinforces homophobic and transphobic intolerance. All respondents stressed that Roma and Sinti are the groups most exposed to hate speech.

¹⁶ FRA (2012), *Making hate crime visible in the European Union: acknowledging victims' rights*, Luxembourg, Publications Office of the European Union, available on: <http://fra.europa.eu/en/publication/2012/making-hate-crime-visible-european-union-acknowledging-victims-rights>.

¹⁷ The organizations include Lunaria, Association 21 July, Observatory on anti-Semitism, SETA, Holy See, TGEU, OIDAC.

¹⁸ <http://hatecrime.osce.org/italy>

¹⁹ FRA (2012) *Making hate crime visible in the European Union*, ibid.

²⁰ FRA (2017) *Second European Union Minorities and Discrimination Survey. Main results*, Luxembourg, Publications Office of the European Union.

²¹ FRA (2016) *Ensuring justice for hate crime victims: professional perspectives*, Luxembourg, Publications Office of the European Union.

2.3.2 National institutional sources

At the national level, the main institutions that monitor hate crimes are UNAR (National Office against Racial Discrimination), OSCAD (Observatory for Security Against Discriminatory Acts), the Ministry of Justice and SDI, which is the Investigation System Database of the Judicial Police, in which data is collected according to the criminal law that is violated -,including violations of the *Mancino* and *Reale* Laws. The main problem of such data is that aggravating circumstances provided for in the *Mancino* Law are often ignored for procedural purposes, even though the crime can be clearly classified as racist violence, and this leads to grossly underestimated figures. Furthermore, crimes regarding other vulnerable groups not included in the law (e.g. gender identity and sexual orientation) are classified as general crimes. Consequently, homophobic crimes are excluded as such in official statistics of the Ministry of Justice and/or the Ministry of the Interior, because there is no such specific crime in the criminal code, nor is there provision for homophobic motivation as an aggravating circumstance.

In 2018, OSCAD published a summary of complaints received in the period from September 2010 to December 2017²²: there were 2,030 reports overall, 51.5% relating to cases of racism and xenophobia, 16.7% related to sexual orientation, 11.5% to religious beliefs, and 7.2% to disability. Of these 2,030 reports, 1,036 were actual offences, of which 60% concerned prejudices of 'race' and ethnicity, 18.1% concerned religious beliefs, and 13.5% regarded sexual orientation.

UNAR publishes an annual report containing data on cases of discrimination reported to its Contact Centre. In the last year for which data is available(2014)²³, it reported a total of 1,337 cases of discrimination, of which 161 or 13% fall under the category of harassment. About 17.2% of these cases of harassment were based on sexual orientation, 13.6% on ethnic or racial origin and 12.5% on gender. The latest available data, referring to 2016, does not specify the number of cases of harassment; rather, it states that 2652 cases²⁴ were recorded in the period covered.

A monitoring carried out by the Ministry of Justice with information collected from the 26 Italian Courts of Appeal and announced at the beginning of 2018²⁵, highlighted that the ranking of regions with the highest number of racist violence incidents is headed by Lazio, followed by Lombardy, Emilia Romagna, Tuscany, Veneto, Friuli Venezia Giulia. Overall, 853 judicial proceedings were registered in the three-year period 2015-2017. Compared to the number of proceedings registered in the last three years in the various judicial districts, Rome shows the highest number of proceedings (202), followed by Milan (134), Bologna (157), Florence (57) and Venice (34). In some Southern regions, the phenomenon seems more limited: there are only 7 proceedings, for example, dealt with by two Apulian courts of appeal (Bari and Lecce).

²²http://www.interno.gov.it/sites/default/files/dati_oscad_31.12.2017.pdf.

²³ Unar (2014) Report to the President of the Council of Ministers. Year 2014, available on: <http://www.unar.it/wp-content/uploads/2017/12/Relazione-attivita-UNAR-2014.pdf>.

²⁴ "Unar data: two discrimination cases out of three are due to racism", press release (04.07.2017).

²⁵ "The thousand hate crimes that poison Italy", in: La Repubblica (11.02.2018).

Cities	N. of proceedings registered in the 2015-2017 period
Roma	202
Milano	134
Bologna	157
Firenze	57
Venezia	34
Torino	31
Bolzano e Trento	26
Genova	25
Palermo	21
Catania	14
Napoli	14
Salerno	13
Cagliari	13
L'Aquila	11
Reggio Calabria	8
Bari e Lecce	7
Perugia	6
Sassari	5
Caltanissetta	4
Catanzaro	3

Source: elaboration of data provided by La Repubblica

The SDI reported 188 criminal offenses under the Mancino Law in 2015 and 154 in 2016, while those referring to the Reale Law were 67 in 2015 and 53 in 2016. With regard to specific crime types, in 2012 there were 84 racist demonstrations/exhibitions of racist symbols in public meetings, 6 access to stadiums with racist symbols, 18 propaganda offenses, instigation or commission of discrimination acts, and 28 cases of instigation or commission of racist violence.²⁶

Survey data published by ISTAT (National Institute of Statistics) show that the risk of target of violence, insults or threats is very high for LGBTI people: 23.3% say they have been threatened, assaulted or physically attacked and 35.5% have been humiliated and offended. Regarding racist threats and aggressions, ISTAT notes that the most exposed groups are people from Sub-Saharan Africa, followed by those of South American and North African origin²⁷.

Data on anti-Semitism in Italy is provided by the DIGOS – General Investigation Division and Special Operations - of the State Police. From 2010 to 2015, the trend of anti-Semitic crimes was increasing, with a slight decrease in 2015: from 16 cases recorded in 2010 to 50 cases in 2015, with a peak of 58 cases in 2014²⁸.

In 2016, the President of the Chamber of Deputies established the Commission on intolerance, xenophobia, racism and hate phenomena²⁹, with the task of conducting study and research activities. The Commission - which brought together MPs, representatives of international

²⁶ Data taken from Lunaria (2017) *Fourth White Paper on Racism in Italy*, available on: http://www.lunaria.org/wp-content/uploads/2017/10/quarto_libro_bianco_razzismo_web.pdf.

²⁷ Chamber of Deputies (2017) *"Jo Cox" Commission on intolerance, xenophobia, racism and hate phenomena. Final report*, available on: <http://www.camera.it/leg17/1313>.

²⁸ FRA (2016) *Anti-Semitism. Overview of data available in the European Union 2006–2016*, Vienna: FRA.

²⁹ <http://www.camera.it/leg17/1264>

organisations, research institutes, associations and experts - published a final report in July 2017 illustrating the main data and characteristics of the phenomenon in the country³⁰.

In December 2017, the Cabinet of the Ministry of Justice established a working group called "Permanent council to fight hate crimes and hate speech", which will carry out consultative activities regarding initiatives and measures, at the national, European and international level³¹.

2.3.3 Data of civil society organisations

Data collection is not only enriched by public institutions but also by some of the numerous Italian civil society organisations dealing with discrimination. Among these, we find the Lunaria association, a group that monitors cases (monitoring based for the most part by consulting media sources) and posts their reports online³². Between January 1, 2015 and May 31, 2017, Lunaria monitored 1,483 cases concerning discrimination, offenses, damages and racist attacks, of which 1,197 had to do with verbal abuse, 84 with physical violence, 44 with damage to property or goods, and 158 with discrimination³³.

Regarding discrimination against the Roma and Sinti populations, the *Associazione 21 Luglio* recorded a total of 182 episodes of hate speech in 2017, of which 51 (28.1% of the total) were classified as severe³⁴.

The Centre for Contemporary Jewish Documentation (CDEC) collects and encodes anti-Semitism actions through its Anti-Semitism Observatory³⁵ and manages the so-called *Antenna Antisemitismo*, a contact centre (via telephone and web) for reporting episodes of anti-Semitic hostility and intolerance. The CDEC reports 111 episodes of anti-Semitism in 2017, a slight decrease compared to the previous year, in which cases reported stood at 130.

According to Arcigay, one of the main LGBTI associations in Italy, from May 2017 to May 2018, the Italian media reported 119 cases of homophobia, including 4 homicides with homotransphobic motive, against 196 cases the previous year.³⁶

In 2018, *Gay help line*³⁷ received 20,000 calls, chat conversations, and e-mails, of which 70% related to homophobia, 3,200 for minors, and over 400 reports of serious mistreatment of adolescents, especially by family members. According to service managers, only a victim among 40 believes that reporting can improve their situation, especially younger ones, who fear not only discrimination but also the reaction of their family³⁸.

³⁰ <http://www.camera.it/leg17/1313>

³¹ https://giustizia.it/giustizia/en/mg_13_1_1.page;jsessionid=UBN1ZV5ulvCK9w7d6HbQHUCB?contentId=COM69978&previousPage=mg_13_1

³² www.cronachediordinariorazzismo.org/il-razzismo-quotidiano/

³³ Lunaria (2017) *Fourth white paper on racism in Italy*, ibid.

³⁴ Associazione 21 Luglio (2018) *Annual Report 2017*, available on: http://www.21luglio.org/21luglio/wp-content/uploads/2018/04/Rapporto_Annuale-2017_web.pdf.

³⁵ <http://www.osservatorioantisemitismo.it/>.

³⁶ "Omotransphobia in Arcigay's report: 119 stories told in a year by the mass media", press release, available on: www.arcigay.it.

³⁷ Toll-free number created to report omotransphobic discrimination by the Gay Centre of Rome.

³⁸ "Gay Help Line: over 50 victims a day for omotransphobia", press release, available on: <http://www.gaycenter.it/>.

3. National structures for assistance to victims of hate crime

Italy's crime victim support system offers a widespread but fragmented presence. Today, there is no central institution dealing with crime victim support or coordinating existing centres, and there are few support structures created and/or funded at the public level, as described by the European Recommendations and Directives. As we have already noted in the section on legislation, the concept of 'victim support' is relatively new in Italy, being currently included in an intervention system typical of the Italian welfare system, provided mainly by civil society organisations and structured around victim support centres, which are historically and largely driven by volunteers. This situation is further exacerbated by the lack of framework legislation to support vulnerable victims and the meagre public economic resources.

The Italian system is characterised by a number of private social services and organisations that often deal with victims of specific crime categories, including in particular: terrorism, extortion, usury and racketeering, crimes of the *mafia* and organised crime, victims of duty, gender-based violence and stalking, trafficking, road accidents.

Despite the numerous services and organisations of civil society scattered throughout the territory, their diffusion varies widely among regions: in Southern Italy, for example, organisations that assist victims of usury, racketeering and organised crime prevail, whilst 'generalist' services dominate the North and centre, being scarce in the south. This naturally leads to a disparity in service coverage, which benefits some areas and leaves others without assistance to victims of specific offenses. The limited analyses available on the subject have also highlighted another feature of the Italian system: even where services are numerous and active, they seem to be mutually unaware and ignore other local activities, thus creating an inefficient system where services operate in uncoordinated way³⁹. Scholars have repeatedly pointed at lack of networks (although there are some positive examples in this regard, see the chapters on mapping and good practices), services located in the same territories matching targets and goals, projects that overlap in some areas, or that are completely missing in others due to the lack of policies that coordinate and integrate the various initiatives in the country⁴⁰.

Another relevant element, which we shall analyse in further detail in Chapter 4 devoted to in-depth interviews, concerns the problem of financing: since support centres lack access to regular public funding to guarantee its operation, they find themselves competing for funding, unable to respond professionally and continuously to the victims' primary care and security requirements.

If we now consider crimes motivated by racial hatred, the mapping produced for this research does not identify any support centres focusing exclusively on victims of this type of crime. On the contrary, services identified are for the most part 'generalists', that is, they deal with all victims, without having specific expertise on this particular type of crime. Still, hate crimes have some particularities that should be specifically addressed by service operators. According to numerous studies⁴¹, hate crimes can be more damaging than other forms of violence; first of all, because

³⁹ See the analysis contained in Vezzadini S. (edited by) (2012) *The assistance and support centres for crime victims*, Publishing Service for the Guarantee Institutions of the Emilia-Romagna Region

⁴⁰ See the analysis by Galavotti C., Pastore, G., Corbari, E; *From theory to good practice: paths for the creation of Victim Support Centres*, FDE Institute Press.

⁴¹ Dzelme, I. (2008), *Psychological Effects of Hate Crime – Individual Experience and Impact on Community*, Latvian Centre for Human Rights; Kees, S. et al. (2016) *Crime Victim Support in Europe: A Practical Guide*, RAA Sachsen e.V. – Counselling Services for Victims of Hate Crimes.

victims are more likely to suffer the effects of secondary victimisation, especially at work or at school, but also at home or in their friendship and acquaintance circles. Secondary victimisation leads people to manifest symptoms of post-traumatic stress more frequently than victims that are spared such suffering, and has serious emotional and psychological consequences. Another aspect inherent to hate crimes is that their impact goes beyond the individual who suffers the crime and extends socially. Hate crime attacks are rarely personal i.e. victims are not attacked for their individual traits, but for what their identity and their social group represent for the offender. As the FRA states: 'The impact of hate crime goes far beyond the offender and the victim, creating social fractures'⁴². This type of crime is a message sent not only to the individual victim, but also to all other people who, by sharing an identical identity and pertaining to the same social 'group', feel at risk of suffering the same treatment.

The effects of racial hatred crimes on a particular category of people, i.e. asylum seekers who arrive in Italy by sea and are included in the first or second reception programs, deserve a separate mention. It is broadly acknowledged that asylum seekers bring with them a very traumatic experience that arises both from experiences of their country of origin, and from the vicissitudes endured during the journey that, through various countries, brought them to Italy. This particular psychological fragility that accompanies them and that is increasingly found even by shelters and health services, can be added to the psychological and physical violence that may have been suffered in their host countries, because of the colour of their skin or of the religion they profess: this makes them particularly vulnerable victims, being often devastated by such violence, which can inflict potentially very serious wounds.

Where victims of hate crime are a migrant or asylum seeker, problems may also arise from their ignorance of the country's rules and procedures; also, the lack of familiarity with the functioning of the judicial system can cause great difficulties, which start from the moment they request help and report the offence, all the way to the understanding of compensation procedures. Linguistic difficulties also play an important role, making it difficult to explain the dynamics of events, but also their emotions and needs. Accordingly, support centres aimed at this victim type, alongside professionals such as lawyers, psychologists, etc., should engage interpreters, linguistic and intercultural mediators to facilitate the exchange and understanding among parties involved, trying to avoid or at least mitigate the feeling of isolation that builds upon their vulnerability.

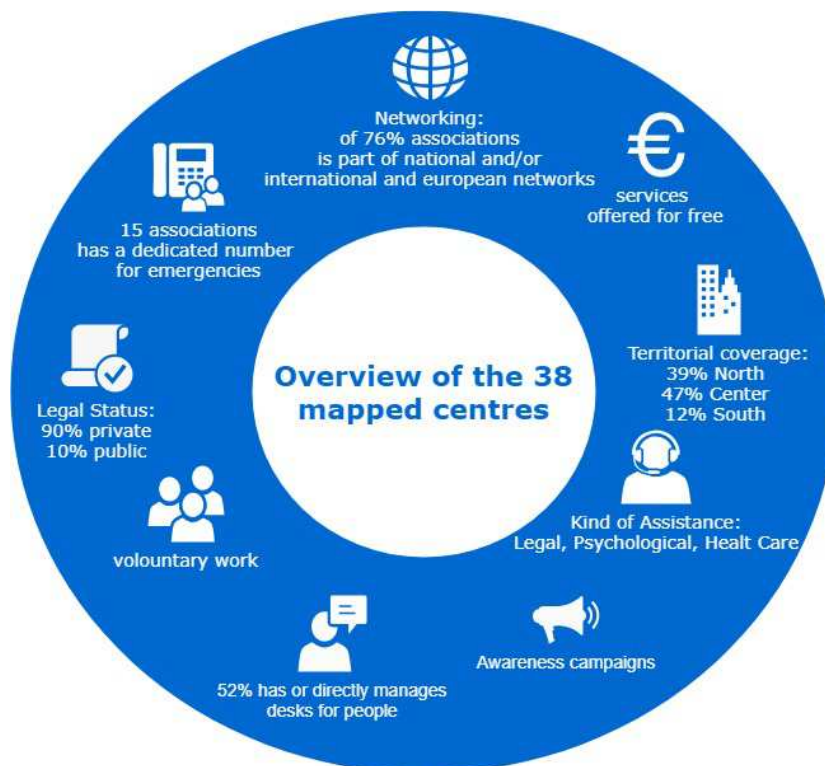
3.1 Outcome of the Mapping of Support Services

The mapping of support centres to victims of hate crime carried out for the present research sought to identify the main centres offering specific assistance to victims of racist crimes, as well as 'generalist' centres, which deal instead with all sorts of victims. Therefore, the organisation selection criteria for mapping purposes fully excluded all non-general services dealing with other specific categories (such as women victims of violence, victims of the mafia, etc.), whilst some of the main assistance services for LGBTI victims, who are currently the only ones offering support to a specific category of hate crime victims, were included. As we have already pointed out, no support centres have been identified to specifically assist victims of racial hatred crimes, whereas services have been mapped to assist discrimination victims, i.e. victims of actions and/or omissions

⁴² FRA (2013) *FRA brief: Crimes motivated by hatred and prejudice in the EU*, available on: <http://fra.europa.eu/en/publication/2013/fra-brief-crimes-motivated-hatred-and-prejudice-eu>.

that cause unequal treatment of a person or group of persons by virtue of their belonging to a certain category, albeit without criminal relevance.

In total, the mapping includes 38 assistance services and the following diagram briefly describes its main features.



The first consideration is that most of the services are offered by the private sector (90% against 10% public). It is worth noticing the complexity underlying this figure because, in some cases, services are created on the initiative of public bodies - through, for example, the stipulation of protocols between Municipalities, Provinces, Prosecutors, Local Health Authorities, etc. - and subsequently take on the role of private organisations. Other peculiar experiences are those of the Reception Spaces for victims within the Public Prosecutor's Offices at the provincial level⁴³, which present a hybrid nature: these units arise from agreements between public subjects (Courts, Health Agencies, Regional Lawyers and Psychologists Associations), but perform the functions of a unit with specialised professionals as private operators, with full autonomy and excluding any public functions. What is more, such units do not depend either administratively or economically on the Ministry of Justice, but the premises allocated result from the collaboration between the parties on the network.

From the point of view of territorial location, as we have already noted, most of the generalist services lie in the centre-north (33 services mapped out of 38), while the south is largely dominated by centres dealing with victims of organised crime, usury and racketeering, as a result of a long-standing effort to promote the culture of lawfulness and fight mafias.

⁴³ Two examples are found in Tivoli and in Varese.

As for the services offered, 33 of the mapped centres offer psychological assistance, with various process types at different levels. Of these, 20 employ professional psychologists directly in the service, offer listening spaces and in some cases shelters, i.e. safe places with a secret address that allow victims to escape violence. 40% of the services offering psychological assistance lack internal professional skills, but refer to existing public services or to other professionals. Many agencies offering direct psychological assistance, i.e. through their own victim care services, also refer to other social professionals when their own resources and services are overwhelmed.

Almost all centres identified (36 out of 38) provide legal assistance, and 15 of them also employ lawyers who offer advice, assistance, support for reporting, and legal orientation. In some cases, services also promote social and criminal mediation, aimed at informal resolution of conflicts and the dialogue between victim and aggressor. In particular, there are 8 centres that prioritise mediation or the promotion of communication between parties, and thus repair the damage through the active participation of the victim and the offender. 55% of centres offer preliminary information on rights, and orientation to specific services in the area.

On the other hand, the number of services suitable to offer healthcare assistance, with availability of health personnel, clinics and consultants, is very limited - 4 out of 38. In 50% of cases, the service refers to local social and health services, while 39% of centres identified provide no such service.

If we analyse the ways whereby people can use the services, 52% of centres mapped offer public desks, with the presence of dedicated staff on specific days and times. 16% of these, further to the first reception desk, also offer a dedicated desk, which can be targeted either to specific victim categories (such as LGBTI people or victims of trafficking) or to specific support (e.g. legal assistance desk, psychological desk, etc.). Finally, 15 centres out of 38 operate one or more dedicated numbers (which are sometimes free) to encourage reporting.



All mapped organisations rely on voluntary personnel, who can be used in the reception and case processing, to support centre activities, or in more specific functions, as in the case of volunteers with professional skills (psychologists, legal experts, etc.) to assist victims.

As for relations with law enforcement agencies, 37% of the organisations mapped (14 out of 38) have established a form of collaboration with the Police and/or the Carabinieri. This has been

accomplished either through a purely operational collaboration, whereby the Police refers any reporters to assistance services and, conversely, service operators support victims when reporting the event, but also in a more broad and structured manner, with the stipulation of cooperation protocols, which include updating and training activities.

Finally, an important aspect concerns networking and cooperation with other parties: 29 of the mapped organisations belong to national and/or international networks, highlighting how network work is crucial for the creation of connections and synergies between various resources inside the territory (with the involvement of all those professionals and volunteers who can somehow support the intervention), and between territories (with the collaboration between services and the exchange of good practices). In this regard, 12 public bodies and support centres are promoting the creation of a National Coordination of Assistance Services to crime victims, which shall seek the opening of new assistance centres in each Regional capital, to obtain the Ministry of Justice's certification for service associations, and to guarantee the training and certification of operators.

3.2 Law enforcement agencies and institutions at national level

Looking at the procedures and ways whereby law enforcement agencies deal with hate crime reports, as of today, there is no national standard on how to track, classify and record cases. The police forces (Police and Carabinieri) are generally required to provide all information on the alleged crime to the public prosecutor, in order to allow a proper assessment of the relevant case elements and ensure an effective investigation⁴⁴. In the case of hate crimes, however, they lack specific tools to detect if a crime can be classified as such, and need not assess the victim's vulnerability and needs by following a defined standard procedure valid throughout the national territory.

DIGOS, which is entrusted with investigating cases of particularly serious crimes, is in fact the section in charge of investigating hate crime. Instead, the Postal Police is charged with investigating crimes committed via the Internet (e.g., racist or anti-Semitic messages on social media), but does not specialise on hate crimes. To facilitate reporting by victims and witnesses, the Postal Police has implemented an online crime reporting service, which allows citizens to start the reporting process through an online form, which will assume the legal value of a police report with its subsequent signing at the Police office⁴⁵.

At national level, the Police lacks a network of units specialising in detection and investigation of hate crimes, although there are some specialised units dealing with vulnerable victims. Although there are numerous examples of this unit type in Italy⁴⁶, it should be emphasised that very often they deal with women and other categories of vulnerable victims such as the elderly and children, albeit fail to specifically address migrants, minorities and LGBTI groups. Finally, the Police does not provide social-psychological assistance services.

Among the public-institutional bodies responsible for collecting reports of discriminatory acts, in addition to law enforcement agencies, we may highlight OSCAD within the Department of Public Security - Central Criminal Police Department and UNAR, which is part of the Department for

⁴⁴ Code of Criminal Procedure, Article 326.

⁴⁵ <https://www.denunceviaweb.poliziadistato.it/polposta/wfintro.aspx>.

⁴⁶ See, for example, the unit for vulnerable victims created within the Municipal Police of Florence, http://www.poliziamunicipale.comune.fi.it/competenze/violenza_di_genere.html.

Equal Opportunities of the Presidency of the Council of Ministers. Given that these are the only two public bodies dealing with racial hatred crimes, even if they do not provide direct assistance services to victims, it seems appropriate to analyse their features and activities, because they undertake some important monitoring, information and training actions.

OSCAD –Observatory for Security Against Discriminatory Acts

OSCAD⁴⁷ is an inter-agency body of the State Police and the Carabinieri Army created in 2010, which deals particularly with discriminatory crimes (hate crimes). OSCAD pursues the following objectives:

- Facilitate reporting of discriminatory acts constituting a crime, fight the phenomenon of under-reporting and encourage the surfacing of crimes motivated by ethnic or racial origin, religious convictions, sexual orientation, gender identity, and disability;
- Perform the monitoring of phenomena, both through report data received and those available in the law enforcement databases;
- Define prevention and fighting measures;
- Constantly update law enforcement officers;
- Maintain relations with associations and institutions, both public and private, fighting against discrimination, and activate international institutional collaborations;
- Participate in activities to create and disseminate messages with social content and social communication and awareness campaigns, including at schools.

Concretely, the office receives reports (also anonymously, to the email address: oscad@dcpc.interno.it) that are transmitted by institutions, associations or private citizens and launches targeted interventions on the territory. In particular, OSCAD submits all reports received to the State Police and to the General Command of the Carabinieri, and receives from the Police and Carabinieri any reports of which they have become aware, thus also following the evolution of reports filed directly with the Police.

OSCAD procedures follow a well-defined operating path. First of all, reports undergo an initial examination to identify whether the case has security connotations. If the report concerns a discriminatory act that does not constitute a crime, the case is sent back to UNAR (National Office of Racial Anti-Discrimination), office of the Department for Equal Opportunities of the Presidency of the Council of Ministers. If, conversely, the offence falls within the competence of OSCAD (i.e. it is a hate crime), the report is transmitted to the competent central offices of the State Police or of the General Command of the Carabinieri, which subsequently will forward it to the competent territorial offices for any subsequent and appropriate interventions. If the discriminatory act took place through the Internet, the report is instead forwarded to the Postal Police. When the crime provides for prosecution upon the victim's complaint, the person is referred to the nearest police office to formalise the report or complaint.

The office also conducts a comprehensive training activity to increase the sensitivity of operators and enrich their informative/educational background. In this regard, collaborations have been established with UNAR, the LGBTI Service of the Municipality of Turin, Amnesty International, Polis Aperta and Rete Lenford, and training activities have been carried out under the TAHCLE program (Training Against Hate Crimes for Law Enforcement) promoted by OSCE-ODIHR⁴⁸.

⁴⁷<http://www.interno.gov.it/it/ministero/osservatori/osservatorio-sicurezza-contro-atti-discriminatori-oscad>.

⁴⁸<https://www.osce.org/odihr/tahcle>.

On April 7, 2011, OSCAD and UNAR formalised a memorandum of understanding outlining the characteristics of the collaboration between both organisations, defining the procedures for referral and treatment of reported cases⁴⁹. According to the Memorandum of Understanding, all criminal cases that are reported to UNAR through its contact centre are automatically transmitted to OSCAD, while OSCAD sends to UNAR the non-criminal cases of discrimination. Through this protocol, OSCAD and UNAR also jointly carry out training, updating and awareness activities within Police schools.

UNAR –National Anti-Discrimination Office

UNAR is the national body responsible for the promotion of equal treatment of all persons without discrimination based on racial or ethnic origin, as provided for by Directive 43/2000⁵⁰. The Office was created by Legislative Decree no. 215 of 2003⁵¹ with the aim of monitoring causes and phenomena related to all discrimination types, studying possible solutions, promoting a culture of respect for human rights and equal opportunities and providing concrete assistance to victims of discrimination. Although the Directive provided for the independence of the equality organisations, UNAR pertains to the Department for Equal Opportunities of the Presidency of the Council of Ministers, thus under direct control of the executive power.

The main activities of the office are as follows:

- Collect reports and provide assistance to victims of discrimination through its own Contact Centre;
- Carry out investigations on the existence of discriminatory phenomena albeit respecting the prerogatives of judicial authority;
- Present recommendations and opinions on discrimination cases collected, to be presented also before Court;
- Conduct studies, research and training activities on origins, forms and possible solutions to the discriminatory phenomenon;
- Promote a culture of respect for human rights and equal opportunities through awareness and communication campaigns, as well as positive action projects;
- Draw up proposals for intervention strategies on specific discrimination areas, aimed at ensuring effective social integration of the categories concerned.

One of the main services of UNAR is its Contact Centre, which offers a multilingual toll-free number and an online form to collect complaints and testimonies on discriminatory behaviour or facts and provides information, guidance and support. Further to collecting reports, Contact Centre agents can proceed with the case resolution following an investigation, or support the discriminated person during legal proceedings. The only appeals that UNAR can follow are those of a civil nature, because it lacks competence on criminal matters.

On a daily basis, the Contact Centre also researches and analyses potentially discriminatory content coming from the press, social networks and social media. For each case of potentially

⁴⁹ Available on: http://www.interno.gov.it/sites/default/files/protocollo_di_intesa_oscad_unar_7-4-2011.pdf

⁵⁰ Council Directive 2000/43/EC of June 29, 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin

⁵¹ Legislative Decree July 9, 2003, no. 215 "Implementation of the Directive 2000/43/CE for the equality of treatment between persons irrespective of race and ethnic origin".

significant discrimination detected, an investigation is opened and the case is treated as those received at the Contact Centre.

Since 2007, UNAR has promoted the establishment of Regional Anti-Discrimination Centres, or a supervision system aimed at detecting and managing the discrimination phenomena. To date, the Network has 9 regional centres managed by the Regions, which carry out diversified activities in the fight against discrimination. The Office has also established a register of associations engaged in the fight against discrimination, and a list of the bodies authorised to act in court to protect racial discrimination victims.

In collaboration with the National Forensic Council, UNAR runs a Solidarity Fund for the legal protection of discrimination victims. The Fund grants advances on legal expenses, which are returned, through a rotation mechanism upon a favourable ruling.

4. Features of the support system captured through interviews with support services for victims of crime

This Chapter seeks to analyse the most significant features of the Italian victim support system, which arose from in-depth interviews carried out with managers, operators and support services experts. Besides elements that are considered essential for carrying out effective support work and good practices, the interviewees also highlighted the critical aspects of the system itself, which will be analysed in detail in the corresponding paragraph.

The ability to listen and provide security was regarded by all operators and experts as one of the main strengths of support centres for crime victims. Also paramount is the ability of a service to make people feel safe, to listen to them and their issues, and give them the psychological peace of mind to report the event, because being heard and understood as they tell their story is often the primal need. In the words of the person in charge at Codice Rosa⁵²:

'We must look deep into the victims' eyes, because even a silent person's stare can tell you something; for example, you may deal with a person who, having been a victim for years, feels unable to stop it. In this case, pushing her/him to do so might be the wrong approach, so we just need to show our willingness to listen'.

A survey on the degree of satisfaction on services offered by the Dafne Network of Turin⁵³, highlighted the appreciation of a welcoming atmosphere and the fact that people, even if not using particular services, positively evaluate the listening space. In a system where everything revolves around the "offense", in which interviews held with victims mainly concern their objective experience, the protection of the individual and his/her personal story are often overlooked, and later ignored during the legal proceedings. Instead, the "victim-oriented" approach should be the hallmark of the whole system, and all services should commit to work along those lines. As stated by the representative of Libra Onlus association⁵⁴:

'Beyond the fact itself, the victim's emotional point of view is the fundamental approach because very often there is the question of victimisation perception, even when the user, under an objective analysis and examination, is not actually victimised; thus, we are faced with cases that are not so much of judicial victimisation but of social fragility. We do not follow legal proceedings, as our interest in criminal law is rather limited. In our view, it only serves to punish offenders but does nothing to help victims - and we deal with them, not with criminals'.

In this model where listening plays a fundamental role, it is particularly important to offer a linguistic and cultural mediation service for foreign citizens and minorities. Some of the interviewees underline that sharing their experience and dealing with language barriers constitute major obstacles; in certain contexts, it is considered negative or dishonourable to talk about problems of a physical, psychological or other nature outside one's family. At present, cultural and linguistic mediation is one of the main system gaps when assisting foreign hate crime victims, even

⁵²<http://www.regione.toscana.it/-/codice-rosa>.

⁵³<http://www.retedafne.it/torino/>.

⁵⁴<http://www.associazionelibra.com/it/home/>

though some of the services interviewed offer it either by using individual professionals or by collaborating with network members, who work directly with foreign citizens⁵⁵.

Most of the respondents highlighted the great importance of effective information on the services offered and awareness campaigns, together with the need to work in a more targeted way to identify certain victim types, including those of hate crimes. 'Generalist' support centres are hardly able to make themselves known, let alone to intercept migrants and minorities, also because they fail to launch targeted advertising campaigns in different languages. A few managers point out that the main difficulty in the public awareness of services lies in people's indifference, rooted in the argument that these issues do not affect all of us but only those directly involved. This is all the more true in the case of racist and homo-transphobic violence, which are much less 'recognisable' than, for example, gender-related violence. Among the various strategies implemented by the services interviewed to raise awareness among citizens, we found both awareness activities in public spaces (such as debates and meetings with the population), and distribution of information material through public services and information actions through service network members.

All general services interviewed do acknowledge to be really behind regarding direct information to migrants, asylum seekers, refugees and minorities. While many have never thought of addressing this target in particular with specific initiatives (information material translated into multiple languages, use of mediators, advertising at reception centres and migrant associations, etc.), some are starting to collaborate with information desks and other organisations in defence of migrants and minorities⁵⁶. As for the latter organisations, dealing mostly with cases of civil discrimination, they declare that greater attention must be paid to cases of verbal and/or physical racist violence, to improve the knowledge of hate crimes and better understand the cases with which they deal, be more attentive to the victims' unease, report cases and help report and inform their users on the existence of support services to victims.

Among migrant users, women deserve a specific attention. Some services deal specifically with foreign women victims of trafficking, while others have taken care of women who have suffered violence especially in the family, and highlight the delicate problems that accompany this user type, primarily related to family and work conditions, which expose them to secondary victimisation.

As of late, some LGBTI assistance centres have paid particular attention to the needs and reception of migrants and asylum seekers: for example, Arcigay Milano offers a specific service that combines issues related to sexual orientation and gender-identity with discrimination problems based on ethnicity and nationality⁵⁷.

Relationships with law enforcement lies at the core of the work of most support centres. With a view to supporting people during the reporting phase, services operate as intermediaries between victims and police forces, accompanying the person and ensuring that they are adequately accommodated, whilst avoiding their contact with unprepared personnel. The preparation and information of law enforcement agencies is also managed via training and refresher courses organised at local level. For it is at this level that the municipal police, who works in contact with

⁵⁵ This is the case of the VIS network of the Province of Livorno, which collaborates with CESDI - Centro Servizi Donne Immigrate (Service Centre for Migrant Women)

⁵⁶ The Dafne Florence Network, for example, is starting to collaborate on this with UNHCR, the branches of the L'Altro Diritto association and the anti-trafficking service of the Progetto Arcobaleno association.

⁵⁷ IO – Immigrazioni e Omosessualità, <http://www.arcigaymilano.org/Web/io/>.

the people in the neighbourhoods, plays a fundamental role and therefore potentially represents the first contact with the institutions. This training always covers the best possible management of the victim's reception, hence deals with the attitude to be taken towards the person, the language to be used, and how to position yourself as a listener. As stated by the interviewee of the Associazione Italiana di Supporto Vittimologico⁵⁸:

"Strengthening services dealing with the report is crucial, for it is them that can avoid secondary victimisation. Considering that hate crime victims may also be victims of psychological abuse, a proper response from society is fundamental. Because when a person who is supposed to should look after the victim chooses to mock him/her instead and becomes unavailable, it brings on a victimisation that leads to non-reporting. It is the culture of the State that must change".

While many of the respondents stressed the importance of having one or more suitably trained referents within law enforcement or other public services, who can play a bridge role and facilitate relationships, this also raises the issue of ensuring continuity of this collaboration, because service workers change very often, and the loss of the contact creates a gap. If resources appointed by institutions are moved somewhere else, new resources deployed in their place may lack proper and matter-specific training to support the activity, and this interrupts the flow of collaboration with very negative consequences on service quality.

The network model is the most common and suitable to guarantee a capillary work. Operational protocols and cooperation agreements that foster collaboration between public and private entities are the most effective and widespread, because they favour the integration of different skills and services to offer an adequate process based on potential vulnerabilities, with an assessment of risk factors and definition of individual paths.

"The choice of a network model with the involvement of both private and public -e.g., law enforcement and courts- entities, provides evidence of a concerted effort to guarantee the victims' rights" (from the interview to Dafne Network Torino).

Network members are extremely diverse: Local bodies, Local Health Authorities, Psychologists and Lawyers Associations, law enforcement agencies, prosecutors, police stations, prefectures, civil society associations, voluntary organisations and anti-violence centres, which act both as information points and providers of specific services. Territorial capillarity is a strength for some services, which thus reach people even in the smallest localities and in the most isolated areas. To avoid interventions becoming an end to themselves, it is also necessary that the network is well coordinated and operates without interruptions, avoiding to the extent possible frequent replacement of resources, who must be trained periodically to recognise and guide victims correctly. In this regard, services consider awareness of the victim-centred approach as key for all network operators, even those who already work with victims:

"We can hardly overstate the relevance of training for all operators of various categories. There is no victim-centred approach. Even at anti-violence centres, for example, the first question victims hear is "Have you reported the fact?" In our view, this should give way to most urgent considerations, that is, to give assistance to the victim. Therein lies the relevance of second level training, also aimed at those who already work with victims." (from the interview to the VIS

⁵⁸<http://associazionevittimologica.it>.

Network).

"In the moment of need, the victim should be sufficiently informed or clear about who to call and who to turn to because all players should be prepared on the case and intervene. You need not wait for the victim to take the first step, but training must allow all operators to do so automatically. Operators must be able to recognise and orient the victim in proper way (from the interview to the Lenford Network).

A good practice carried out by Codice Rosa and which proved particularly effective in the past, involves the training and activation as "sentinels" of particular professional profiles such as teachers, pharmacists, social workers, etc. who, even if outside the network, can become "antennas" on the territory, capable of identifying potential victims thanks to a greater knowledge of problems, and pointing out to them the assistance services offered by support centres. Volunteering is also a key aspect of protection services operation, some of which, as we have already said, rely entirely on volunteers due to lack of funds. In this context, the involvement of associations, which can play a key role both in carrying out assistance work and spreading information and awareness of services, becomes fundamental.

As we continue our review of good practices that, although not yet widespread, are potentially extensible to the majority of the generalist centres interviewed, we would like to note the introduction of the tutor, a person who follows and accompanies the victim throughout the assistance process. The idea, put into practice by the Dafne Network Firenze⁵⁹, is that victims need not go around the counters and offices to request assistance and inquire about services available, but can rely instead on the support and accompaniment of a single reference person, who ideally, in the case of migrants and minorities, should be an appropriately trained cultural-linguistic mediator. The tutor, further to establishing a relationship of trust with the person supported, also ensures that the victim never feels abandoned, which is reported as one of the main causes of psychological problems and under-reporting.

Practices seeking to favour the autonomy of people exposed to victimisation are also particularly significant. The VIS Network⁶⁰, for example, is promoting concrete employment opportunities aimed at the *empowerment* of foreign women victims of violence, above all to recover their autonomy and complete independence. Another project was carried out with foreign girls and women who, once they had emerged from the condition of violence, were trained to become support workers for other women treated by the service, and were later included as tutors that provide *peer to peer* support.

The successful practice of the Italian Association of Victim Support also sees victims involved in service delivery:

"Our shelter managers are people who have been victims themselves, have had a difficult past but recovered psychologically and can therefore offer a first empathic approach to new victims. For the latter, the fact of seeing their problem immediately recognised is essential to make them feel welcomed; in fact, they open up to us much more than they do with the Police or the Carabinieri".

Finally, as regards funds for the economic support to crime victims, centres rarely avail of these

⁵⁹<http://www.retedafne.it/firenze/>

⁶⁰<http://www.visnetwork.eu/>

resources, even if there are some exceptional experiences. For example, the Regional Centre against Discrimination of the Piedmont Region⁶¹ has set up a Solidarity Fund for the legal protection of discrimination victims, thus becoming the first region in Italy to equip itself with an instrument of this sort. Discrimination victims without age limit, organisations representing their rights or interests, and equal opportunity institutions entitled to be a party in legal proceedings can access the fund. Unlike the free legal aid paid by the State, the fund can also be accessed by people whose income is higher (up to 8 times) than that provided by national legislation. In addition, the fund is also activated for out-of-court requirements; for example, to pay an expert, a medical examination, etc.

The Emiliano Romagna Foundation for crime victims⁶² operates in different way: instead of setting up a fund, it pays money directly to the victim or to the services of the Municipality housing the victim, as to provide immediate assistance that may consist of school support for children, expenses for covering rent payments, or a one-time donation to face the most urgent difficulties immediately. The Foundation acts very quickly and does not require a report or a court sentence to intervene. Therefore, it is an institution under public control (i.e. the Emilia Romagna Region) but without bureaucratic constraints and with the agility of a private entity.

Back in 2015, UNAR also set up a Solidarity Fund for the legal protection of discrimination victims⁶³, in agreement with the National Council of Forensic (Ministry of Justice), to allow discrimination victims to access legal protection by means of an advance loan to cover legal fees, whenever the eligibility conditions for State legal aid are not met.

4.1 Problems and difficulties

As we have repeatedly emphasised, under-reporting remains one of the most important and difficult problems in the fight against hate crimes and in helping victims. This difficulty arises mainly from the numerous and different drivers underlying the problem, and the lack of a generalised, straightforward solution thereto. First, there is an issue related to the lack of knowledge about this crime type, and the limited or no recognition by the victims. In everyday life, many things go unnoticed because they become behaviours and acquired figures of speech; there is a superficiality in the use of certain terms or in certain attitudes that also derives from a public discourse that has now "cleared" violence, primarily through speech. The social context and the lack of awareness make it difficult for victims to recognise themselves and define themselves as such. This problem is intertwined and is also closely linked to the lack of legislation, as stated by the Lenford Network representative⁶⁴:

"It seems to me that there is a climate of hatred also fuelled by a certain policy that can easily lead to the commission of crimes. Hate crimes - especially against homosexuals - are nonetheless special, because they lack any sanctioning law. [...] The existence of the aggravating factor of homophobia and xenophobia in cases of violence and discrimination is not so much a deterrent to prevent further attacks, but serves primarily to change the culture and the way people regard violent acts, creates an awareness by both operators and potential victims of the severity of the injury. There is a lack of awareness -also in racial discrimination events - and sensitivity. People fail

⁶¹<http://www.piemontecontrolediscriminazioni.it>.

⁶²<https://www.regione.emilia-romagna.it/fondazione-per-le-vittime-dei-reati>.

⁶³http://www.consiglionazionaleforense.it/unar1/-/asset_publisher/YcsIJkaK1Mxa/content/fondo-di-solidarieta-per-la-tutela-giurisdizionale-delle-vittime-di-discriminazione?inheritRedirect=false.

⁶⁴ Lenford Network - Advocacy for LGBTI rights, <http://www.retelenford.it/>.

to perceive the severity of these acts; hence, we should work towards that because people must feel recipients of rights".

The unawareness of having suffered a crime and the difficulty of acknowledging one's condition as a victim makes identifying victims through several channels ever more relevant. However, this can only happen if the police and service operators are trained to recognise hate crimes. As the first contact that people have with institutions, it is key that their personnel is prepared to listen, being aware of the complexity of describing an offence received solely on account of your identity (real or imagined by the offender), irrespective of your behaviour⁶⁵. The in-depth interviews also revealed the difficulty of operators at generalist assistance centres in identifying the peculiar traits of hate crime, and to give it a precise definition.

Fear of secondary victimisation is another factor driving under-reporting or preventing contact with support services. As reported by many operators, hate crime victims strongly fear the reactions of the police and the services to which they are referred; they are afraid that their request will not be taken seriously, and feel ashamed of describing the abuse endured. Many of the respondents reported that there is a high risk of law enforcement officers in some cases assuming discriminatory attitudes towards the victims, especially because, as outlined above, those who welcome victims are often not adequately trained. For asylum seekers and irregular migrants, the fear of exposure concerning their legal status and a potential prosecution deter the reporting.

According to the interviewees, the reticence to file a report stems also from the characteristics of the Italian judicial system. First of all, there is discouragement arising from the lengthy legal proceedings, which the victim may choose to abandon in the belief that reporting offences is too complex, expensive and/or takes too long. The inability of the legal system to ensure effective responses within adequate time-frames undermines people's trust, leading them to think that no benefit will ever result from litigation.

Some experts also raise the problem of unawareness of rights, services and legal mechanisms. There is indeed limited or no information concerning possibilities offered by regulations and the rights introduced: from free legal aid to the existence of facilitated procedures such as the presence of psychologist from the initial declaratory phase, the availability of suitable spaces, and the possibility of holding hearings behind closed doors, which have been available for some time. Interviewees also pointed out the limited knowledge and lack of matter-specific understanding of magistrates and lawyers, who may be unaware of the particular legal aspects of the case they are dealing with (thus often failing to challenge, for example, the aggravating circumstance foreseen by the Mancino Law) and that, unless they happen to be particularly sensitive to the subject, can discourage the victim from moving forward with the proceedings.

The last critical element highlighted by numerous interviewees is the lack of assistance services, even of a generalist type. This shortcoming has numerous sources: to start with, this type of services were introduced only recently in the Italian system, and most of them were set up only recently, following the issuance of Directive 29/2012 and the legislative decree of transposition in 2016. Besides the recent legal framework, there is a nearly total lack of public funding for the creation and maintenance of these services. Even when such services start with specific funding (which can derive from public or private bodies such as foundations), the major issue lies in their

⁶⁵ If we consider, for example, LGBTI victims, we understand how stating a private life trait like sexual orientation and gender identity may be particularly difficult.

sustainability over time and, therefore, in ensuring adequate and continuous financing to avoid transforming a service, guaranteed by paid professionals, into one based exclusively on volunteering, with all the ensuing complications.

5. Racist violence in Italy and victim support

This study did not analyse directly and through interviews the perspective of hate crimes victims and, in particular, those of racist crimes. This is because most of the services supporting victims we interviewed and mapped for research purposes did not assist racist crimes victims and, whenever this happened, the service rejected the submission of personal data for the interview. This research gap highlights three aspects that were analysed more in depth in the chapters devoted to the traits and critical issues of the assistance system: the under-reporting inherent to this type of crimes, the lack of support centres with specific expertise, and the difficulty of "generalist" centres to identify this kind of victims.

In recent years, there have been at least three particularly serious episodes of racist crimes in Italy, which have had great media coverage and exposed the problem in its most extreme manifestation⁶⁶. The first episode dates back to December 2011 and is known as "the massacre of Florence". Gianluca Casseri, a right-wing extremist and supporter of the neo-fascist political group Casapound, visited the city market and fired at street vendors of Senegalese origin who were working there, killing two of them, Samb Modou and Diop Mor, and seriously injuring a third, Moustapha Dieng. He later fled aboard his car and went to another market in the city, where he shot two other Senegalese citizens, Sougou Mor, who was seriously injured and Mbenghe Cheike, who was spared. Already after the first action, the police started a manhunt that ended in an underground parking where, feeling surrounded, Casseri took his own life⁶⁷. The massacre provoked the reaction of the city and the Senegalese community, which immediately organised a protest march, and subsequently a great demonstration attended by local authorities and civil society. With regard to victim assistance, the Municipality of Florence undertook the repatriation of the bodies, and organised a solidarity concert whose proceeds (net of expenses) went to the families. A fundraising among the citizenship allowed another 8,000 Euro donation. Two years later, Tuscany Region granted a contribution to the families of the dead Senegalese citizens and to the most seriously injured person, who is physically permanently disabled.

Yet another extreme act, where the massacre was averted by sheer chance, took place in Macerata in February 2018. A right-wing militant fired from a racing car wounding six people, all of African descent and, after a chase, was blocked by the police. Upon capture, he placed an Italian flag on his shoulders whilst making the Roman salute⁶⁸. He is currently accused of attempted massacre with the aggravating circumstance of racial discrimination, as he subsequently admitted that he acted against foreign citizens to avenge the death of an Italian girl, who was allegedly killed by a Nigerian citizen. All the injured were treated in public hospitals but some of them, in an irregular situation, asked to be discharged before full recovery for fear of repatriation. The only form of support for the victims we know of is the accompaniment that is currently guaranteed by Extraordinary Reception Centres (CAS), where they are housed.

⁶⁶ For an overview of racist crimes committed in Italy, see Lunaria (2017) *Fourth white paper on racism in Italy*, *ibid.*

⁶⁷ "Firenze, uccide due senegalesi e si uccide killer di estrema destra terrorizza la città", in:

<https://www.ilfattoquotidiano.it/2011/12/13/firenze-uccide-senegalesi-uccide-killer-estrema-destra-terrorizza-citta/177285/>.

⁶⁸ Racist raid in Macerata, shooting against Africans: 6 wounded. "Italian without criminal record arrested", in:

http://www.repubblica.it/cronaca/2018/02/03/news/macerata_sparatoria-187934230/?ref=RHPPLF-BH-IO-C8-P1-S1.8-T1.

About a month after the attempted massacre of Macerata, the last serious episode of racist violence took place, once again in Florence. The Senegalese citizen Idy Diene was shot dead at the hands of an Italian citizen, who was immediately identified and stopped. The perpetrator of the crime had left a note to the family, where he described his intent to commit suicide, and later said he had decided to shoot someone to be taken to jail, thus denying having acted with a racist motive. The prosecution, which investigates the case, has for now excluded the racist motive but the Senegalese community and a large part of the public opinion still attribute a racial motivation to the attack. The Institutional Affairs Commission of Tuscany Region has expressed a favourable opinion on the Council's bill to grant a "solidarity contribution" to the wife of Idy Diene, who is also the widow of one of the victims of the "Florence massacre".

For both episodes in Florence, the contributions made by the Tuscany Region to the families of the victims are not part of a specially created regional fund, but extraordinary contributions decided on a case-by-case basis.

Emmanuel Nnamani, an asylum seeker of Nigerian origin who was assaulted in Rimini in March 2017, was given direct support from the Emilia-Romagna Foundation for crime victims. The young man was insulted with racist epithets and beaten by an Italian citizen who first hit him repeatedly with a knife and then, while trying to escape his attacker, he hit him with the car. The assailant is accused of attempted murder aggravated by racial hatred and futile reasons. The Foundation has intervened with support for medical expenses and has assigned to the Social Service supporting him a contribution of 7,500 Euro to aid Emmanuel, and follow him in his life project: learning the Italian language, psychological recovery, social and work integration⁶⁹.

⁶⁹ "Emilia-Romagna Foundation for Crime Victims and Municipality of Rimini in Support of Emmanuel Nnamani", in: <http://www.comune.rimini.it/en/node/176703> and <http://www.regione.emilia-romagna.it/fondazione-per-le-vittime-dei-reati/notizie/2018/verso-il-20-aprile-con-emmanuel-nnamani-201cnon-ricordo-cosa-e-successo-ora-cerco-solo-di-proseguire-la-mia-vita201d>.

6. Good practices

Good practices below constitute examples of victim assistance services deemed particularly significant and unique in the Italian scenario. These are not organisations that work specifically with crime victims arising from racist or homotransphobic hate, but rather generalist services with outstanding marks for their network work, the breadth and quality of service and support, as well as their replicability and sustainability.

Codice Rosa (Pink Code)

Codice Rosa is a code used within First Aid to identify all violence victims and, in particular, those that are the most vulnerable: women, children, the elderly, immigrants, and LGBTI people. This code is assigned alongside the severity code by personnel trained to recognise all signals, even those not always evident, of a violent attack. When assigning a Pink Code, the operating group consisting of health personnel and law enforcement officers is activated, and a dedicated and reserved room (the Pink Room) is reserved for medical checks and interviews. The group is made up of about 20 professionals including social and health personnel, magistrates and law enforcement agencies, assisted by 50 other operators (nurses, doctors, social workers, psychologists). This group of professionals relies on the collaboration of over 500 "sentinels" (social and health workers, law enforcement representatives, pharmacists, teachers, etc.), people who can interact with potential victims and have been specially trained to encourage access to the support service.

The Pink Code takes care of socio-health and legal assistance to violence victims, ensuring, in addition to protected assistance, the guarantee of privacy, physical and mental safety, also accelerated response against the perpetrators, with the opening of legal proceedings and activation of victim support actions. Special attention is paid to bringing out those episodes of violence the victims are more reticent to talk about for fear of retaliation.

Codice Rosa was created in Grosseto in 2009, from the collaboration between Asl 9 (Local Health Authority) and the Public Prosecutor. In 2011, with the signing of the Memorandum of Understanding between the Tuscany Region and the General Public Prosecutor of the Republic of Florence, it became a regional project, and from the following year on, the experimentation started in other health agencies and Tuscan hospitals. At the same time, other Italian organisations have also adopted this intervention model.

In 2017 there were 3,142 cases of mistreatment and abuse registered by Codice Rosa in the Tuscan First Aid: 2,592 ill-treatment, abuse and stalking of adults (mostly women), and 550 ill-treatment and child abuse. In 2015, there were 3,049 cases (2,623 adults and 426 minors), while in 2014 there were 3,268. Since 2012, 17,363 cases have surfaced thanks to the project⁷⁰.

One of the main strengths of the project is the coordination and networking of institutions and

⁷⁰ "Codice Rosa for those who suffer violence: This is how it works", in:

<http://www.redattosociale.it/Notiziario/Articolo/513549/Codice-Rosa-per-chi-subisce-violenza-ecco-come-funziona> and "Codice Rosa: In 2017, over 3 thousand cases for the anti-violence emergency department", in: <http://www.firenzetoday.it/cronaca/codice-rosa-toscana-violenza-donne-dati-2017.html>.

professionals, through the combination of different skills, and a real integration with existing local facilities supporting violence victims, for a comprehensive and effective response. The timely activation of the local network to take over after the first aid intervention is a fundamental element, since the safety or the assistance from social services is crucial for the victim's protection. Working according to shared operational guidelines and protocols is key because uniform procedures and strategies allow a more effective action and makes data collection possible.

Another strength of the Codice Rosa project was its replicability, given that the important results obtained since its pilot phase at the Asl 9 of Grosseto have been taken up and applied in many other areas.

Staff training has played a central role in the project from day one. The training, created jointly with the operators of various bodies, institutions and associations that work in synergy with Codice Rosa, consists of both specific courses for operators and basic courses for "sentinels", to enable professionals, teachers and various operators to listen to potential violence victims, support them, or suggest services that may offer help. The project also organises information and awareness events for the entire population.

Fondazione Emiliano-Romagnola per le vittime dei reati (Emiliano-Romagnola Foundation for crime victims)

The Emilia-Romagna Foundation for crime victims was established on October 12, 2004 with the signing of an agreement between the Emilia-Romagna Region, the provinces and municipalities of the Region, on the basis of Article 7 of Regional Law no. 24 of 200371. The Foundation has activated a fund for victims to which three institutional categories contribute: the Emilia-Romagna Region, the Provinces and the Municipalities that have joined the agreement, the public and private natural and legal persons who have joined the Foundation.

The Foundation seeks to offer a set of tools to respond quickly upon emergency "in favour of crime victims [...] when death or serious bodily harm arises from offences without criminal intent. The most serious damage to the person means damage to the moral and material goods that constitute the very essence of human beings, such as life, physical integrity, moral and sexual freedom" (Article 2 of the Statute). The Foundation aims to limit the harmful effects of crime, for victims and their family members, evaluating on a case-by-case basis the hardship situations due to crime. While the action is very concrete, the type of intervention can vary: school support to the victim's children, special medical care, expenses to cover the rent or mortgage payments, or a donation to face immediate, more urgent payouts. In essence, the intervention consists in the payment of a sum of money, which is allocated very rapidly, overcoming the bureaucratic constraints typical of the public administration.

The intervention can be activated for events occurred in the regional territory, or outside thereof should its victims be citizens residing in Emilia-Romagna (Article 2 of the Statute). The request can be forwarded only by the Mayor of the Municipality where the incident occurred, or by that of the Municipality where the victim lives. The Mayor's request is submitted by the Director to the Committee of Guarantors, who, after examining the request, decides upon its acceptance. Upon acceptance, the Committee establishes the contribution amount and the payout method, which can be paid directly to the injured party or through a third party such as the Municipality itself or the Social Service, which will be bindingly committed to allocate the money to the victim.

⁷¹<http://www.regione.emilia-romagna.it/fondazione-per-le-vittime-dei-reati/la-fondazione/organizzazione/gli-organismi/Leggeistitutiva.pdf/@@download/file/Legge%20istitutiva.pdf>.

The Foundation received 5 support requests in 2005 to an average of 30 per year from 2011 to date. Since 2005, the Foundation has accepted 311 applications (for a total of 666 assisted persons) and allocated € 2.5 million in contributions. The most treated cases were those of violence against women (femicide and attempted femicide, family mistreatment, sexual violence). The strength of this experience, unique in Italy, is certainly that of providing victims with economic support in a timely manner, thus activating in a short time a concrete help that does away with some problems, even very practical ones. As stated also by some of the people assisted by the Foundation⁷², its action provides concrete measure of the closeness of institutions and the community, setting in motion a virtuous circle to help victims leave behind certain issues that can put the stricken person in further difficulty.

Rete Dafne (Dafne Network)

Dafne Network⁷³ is a specific service for crime victim support that operates in two Italian cities, Turin and Florence. This is a free service, which arises from the collaboration between municipal administrations, health agencies, judicial authorities, law enforcement agencies and private social organisations, and offers support to local services, information on rights, psychological and medical-psychiatric support to victims of any crime no matter their age, nationality, economic or social condition, as well as to their family members or cohabitants. Dafne Network's assistance also seeks to prevent the person from suffering further consequences from the abandonment and lack of support from public organisations.

The Dafne Network of Turin was founded in 2008 on the initiative of the Province of Turin, with the collaboration of the Public Prosecutor's Office, the Psychologists Association, and the Municipality and ASL of Turin. Promoters also included private social associations and the funding institution is the Compagnia di San Paolo foundation. It covers the metropolitan area of the City of Turin. In January 2007, the Dafne Network opened its Florence branch to listen to and support crime victims, who receive free guidance by law professionals, psychologists, psychiatrists and mediators. On March 22, 2018, it was launched the Dafne Network Sardinia, which will operate from September 2018 through two operational offices in Sassari and Cagliari.

From an operational point of view, the Dafne Network offers one or more initial reception meetings, with the utmost respect for privacy, to provide an orientation regarding assistance services of the network or the territory (e.g., public and private services responsible for social protection, employment, training, housing, access to care, access to compensation funds). In addition to guidance, the network informs victims about their rights within the legal process and can also arrange direct or indirect mediation meetings, which are preceded by pre-mediation meetings aimed primarily at ascertaining the person's willingness to undertake the mediation process. As for psychological support, the assistance includes 10 meetings, renewable for another 5, and the possibility of medical-psychiatric consultation is also provided. Starting from 2015, self-help and therapeutic self-help groups have also been activated. Finally, the Dafne network also provides a place for short-term residential accommodation (a few days) to victims, which can be accessed when they require protection or removal from their home.

In addition to crime victims, the network is also aimed at law enforcement agencies, magistrates and social and health services and private social workers, which it engages to foster dialogue and

⁷²<https://www.regione.emilia-romagna.it/fondazione-per-le-vittime-dei-reati/notizie/archivio-notizie>.

⁷³<http://www.retedafne.it/>

the exchange of good practices on the matter. In this regard, Dafne Network is promoting a "National Coordination of Assistance Services to help Crime Victims"⁷⁴, which shall seek the opening of new assistance centres in each Regional capital, to obtain the Ministry of Justice's certification for service associations, and to guarantee the training and certification of the operators. In September 2017, the Dafne Network signed a memorandum of understanding with the Ministry of Justice to map the assistance services to victims in Italy⁷⁵.

⁷⁴ Organizations/associations that have joined the coordination are: Dafne Network of Turin and Florence, Municipality of Milan, Foundation for crime victims of Emilia Romagna, ASL Napoli 3 South, Mediation Centre of the Province of Sassari, Libra Association of Mantua, I-care Association of Varese, Dike Association of Milan, Asav Association of Verona, Spondé Association of Rome, Victims del Salvemini of Casalecchio di Reno, CRISI cooperative of Bari.

⁷⁵ This mapping was unfortunately not available at the time this report was closed, but will be made available on the Dafne network site.

7. Conclusions and recommendations

Numerous recommendations and proposals were collected through the in-depth interviews of support services and civil society organisations. The most recurring issues in the recommendations shared by professionals and experts are: the training of all actors (from service operators and civil society organisations to lawyers, judges, etc.), the systematisation and extension of legislation, awareness campaigns and education, cooperating through a network, etc.

The main recommendations put forward are:

- Promote a victim-centred approach, particularly in the legal system. In this regard, it is highly advisable to conduct specific training for magistrates and prosecutors, which could have very positive effects on the problem of under-reporting, make the judiciary more receptive and closer to the needs of victims, as well as inform them about how the legal system works.
- All types of civil society organisations (e.g., organisations in defence of migrants, trade unions, LGBTI organisations, basic public services, etc.) should offer a reception and counselling service, thus becoming real intermediaries between victims and victim support centres and specialised public services. Carry out training activities for 'gate-keepers', i.e. those operators who can more easily come into contact with cases of physical or verbal violence -, in order to help them identify such situations with specific attention to hate crimes, discrimination and prejudice.
- Ensure that the staff of victim support services are systematically and adequately trained, are up-to-date on developments on the theme and continuously present. Specific training on supporting victims of hate crimes should also be offered to general service operators, who currently do not have any training on this matter. Furthermore, in order to facilitate reporting, reliable services are required, managed by appropriately trained operators who can recognise the case-type, and be prepared to provide the necessary assistance by activating the most appropriate expert service.
- Training of law enforcement agencies. Law enforcement agencies are one of the first front offices victims go to and as such, it is important to work on their way they welcome people and collect complaints, as well as on their ability to recognise bias indicators in a hate crime. Strengthening the preparation of services dealing with complaints means creating the conditions to reduce under-reporting and avoid secondary victimisation. In fact, it is possible to remove barriers within law enforcement agencies through training, and improve their involvement and awareness. The interviews highlight also the need to establish clear guidelines on the procedures police forces and other institutions that have a stake in managing hate crime should follow, beginning from the recording of a case.
- Provide training courses for lawyers because they are among the first contacts on the ground for detection of cases besides their role in defending victims both of which demand specific training for an effective legal assistance of hate crime victims during prosecution.
- Transform the legislation on victims and racist hate crimes into an organic whole, and introduce legislation that covers transphobic and homophobic hate crimes as well. A single

coordinating and reference body for the protection of victims should be created, so as to ensure that national and local actors can work in synergy.

- Information and awareness raising campaigns. Counter fear with knowledge, invest heavily in informing public opinion, institutions and victims. It is necessary to provide potential victims with tools that help them to recognise hate crimes and make them aware that a certain discriminatory behaviour or maltreatment may constitute a crime, and that certain crimes are subject to prosecution. All activities that broaden knowledge of rights are fundamental and to this end, improving information channels is key.
- Undertake actions that bring about cultural change through promoting respect for rights and to raising awareness among victims and vulnerable groups of their rights. The promotion of respect for rights component should focus on schools, engaging children, adolescents and teachers.
- Networking. Cooperation between civil society actors, law enforcement agencies and public services can be strengthened by beefing-up mutual knowledge and agreeing on a memorandum of understanding that fosters collaboration between actors who are complementary in their respective roles. The networking component, in addition to providing wide-ranging and complete assistance, prevents the dispersion and differences in quality and standards of local services. Networking is also essential to improve the quality of information reaching victims, because wide and varied networks are more likely to have members who are capable of reaching target groups. A network is also important in reaching rural areas and small towns, to ensure that even victims living in isolated areas can use support services. Lastly, networking is also essential for exchange of good practices and fostering knowledge and coordination among victim support centres.
- Strengthen the proximity level. The first stage of victim support is crucial and is already well organised for certain types victim support services (e.g., support centres for women victims of violence). Other categories of victims of crime such as victims of hate crimes, still receive less support than necessary. The first step would be to create adequate facilities to host people, especially in extreme cases of violence. In addition, the number of reception points in public Prosecution Offices should be increased.
- Strengthen the reception, assistance and guidance of victims in the long and complex process that follows their first encounter with support services, in order to ensure that they do not abandon pursuing the case due to a sense of isolation or get discouraged by the complexity of the related procedures. Create a sustainable model in which victims are assigned a tutor who can follow them from the moment of first contact with a hospital emergency ward or a victim support centre or the Police, through the entire process, helping them in identifying the most appropriate services while respecting their choices.
- Appropriate financing. Victim support services need sufficient and continuous public funding, so that the assistance they provided is complete, professional and without abrupt interruptions.

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Annex 1 – Projects and studies at National level on hate crimes and support to victims

Project/research	Type	Organisation	Link
SWIM - Safe Women In Migration	Project	L'Albero della Vita Onlus	http://www.ismu.org/2018/01/progetto-safe-women-migration-2-20-swim/
Racconta!	Project	Centro Risorse LGBT	http://www.progettoraccontalgbti.it/
C.O.N.T.A.C.T. - Creating an Online Network, monitoring Team and phone App to Counter hate crime Tactics	Project	Cesfor	http://www.cesfor.net/progetto/c-o-n-t-a-c-t-/
eMore - Monitoring and Reporting Online Hate Speech in Europe	Project	IDOS Centro Studi e Ricerche	https://www.emoreproject.eu/
Together! Accrescere le capacità delle forze dell'ordine e delle organizzazioni della società civile nel rendere visibili i crimini d'odio	Project	Lunaria	http://www.lunaria.org/2016/02/24/together-un-progetto-europeo-contro-i-crimini-dodio/
VIS network	Project	Provincia di Livorno	http://www.visnetwork.eu/
Libro bianco sul razzismo	Research	Lunaria	http://www.cronachediordinariorazzismo.org/il-rapporto-sul-razzismo/
SupportVoc - Sviluppo di un modello di servizi generici di supporto per potenziare i diritti delle vittime di reato	Project	CESIE	http://cesie.org/project/supportvoc/
ARRC - Azioni per il cambiamento	Project	CESIE	http://cesie.org/project/arrc/
Tahcle - Training Against Hate Crimes for Law Enforcement	Project	OSCAD	http://www.poliziadistato.it/articolo/32040
Relazione finale sull'intolleranza, xenofobia, razzismo e odio	Research	Commissione Jo Cox	http://www.camera.it/leg17/1313
Hermes - Linking Network to Fight Sexual and Gender Stigma	Project	Sinapsi	http://www.sinapsi.unina.it/nl2_Progetto_HERME_S
Un truck contro le discriminazioni	Awareness Campaign	OSCAD	http://www.poliziadistato.it/articolo/38596

PRISM - Preventing, Redressing and Inhibiting hate Speech in new Media	Research Project	ARCI	http://www.prismproject.eu/
Hate Crimes In Europe!	Awareness Campaign	Per i Diritti Umani	https://www.peridirittiumani.com/category/rubriche/hate-crimes-in-europe/
Mappa dell'Intolleranza	Research	VOX Osservatorio Italiano sui Diritti	http://www.voxdiritti.it/ecco-la-nuova-edizione-della-mappa-dellintolleranza/
Barometro dell'odio	Research	Amnesty International Italia	https://www.amnesty.it/barometro-odio/
Termometro delle Parole Ostili	Research	MIUR, Parole Ostili	http://paroleostili.com/il-termometro/
Stop ai crimini d'odio contro le persone con disabilità	Research	CESV-SPES Lazio	http://www.volontariato.lazio.it/documentazione/documenti/85598559StopCriminiOdioControPersoneConDisabilita_Pubblicazione.pdf
Antiziganismo 2.0	Research	Associazione 21 Luglio	http://www.21luglio.org/21luglio/antiziganismo-2-0-rapporto-osservatorio-21-luglio-2013-2014/
Experience Crime	Project	COSPE	https://addresshatecrime.eu/
Silence Hate - Changing words changes the world	Project	COSPE	http://www.silencehate.eu/
G3P Reloaded	Project	Città di Torino	http://www.comune.torino.it/vigiliurbani/sicurezza-urbana/progetti-europei/G3P.shtml
BRICKS - Building Respect on the Internet by Combating Hate Speech	Project	COSPE	http://www.bricks-project.eu/wp/about-the-project/
Settimana d'Azione Contro il Razzismo	Awareness Campaign	UNAR	http://www.unar.it/eventi/settimana-dazione-razzismo/
La violenza razzista e xenofoba in Italia	Research	Human Rights Watch	https://www.hrw.org/sites/default/files/reports/italy0311itWebUseThisOne.pdf
V.I.P. - Violence, Important problem	Project	Eutopia	https://www.associazioneeutopia.org/progetti/v-i-p/
LIGHT ON - Cross-community actions for combating the modern symbolism and languages of racism and discrimination	Project	Regione Abruzzo	http://www.lighton-project.eu/site/main/page/home
No Hate Speech Movement Italia	Awareness Campaign	Italian Government– Department for Youth and	http://www.nohatespeech.it/

		Civil Service	
SAVE - Supporting Action for Victims of Crime	Project	C.R.I.S.I.	http://www.mediazionecrisi.it/crisi/progetti/save-supporting-actions-for-victims-of-crime
OUT OF VIOLENCE - Rete di supporto per l'uscita dalla violenza	Project	LIBRA ONLUS	http://www.associazionelibra.com/it/project/out-of-violence/
Dalla parte delle vittime	Project	C.R.I.S.I.	http://www.mediazionecrisi.it/crisi/progetti/dalla-parte-delle-vittime
Restorative Justice and Social Inclusion	Project	CRESM	http://www.cresm.net/it/restorative-justice/
Chi aiuta le vittime di reato? Soccorrere Abele per reinserire Caino	Project	A.S.A.V.	http://www.assistentavittimedireato.vr.it/progetti/chi-aiuta-le-vittime-di-reato.html
Developing Directive-compatible practices for the identification, assessment and referral of victims	Project	Provincia di Livorno	http://victimspractices.eu/

Annex 2 – List of interviews

Experts and Organizations interviewed		
Name	City	Link
Rete VIS	Livorno	http://www.visnetwork.eu/
Rete Lenford	Bergamo	https://www.retelenford.it/
Libra Onlus	Mantova	http://www.associazionelibra.com/it/home/
CIG Arcigay Milano	Milano	http://www.arcigaymilano.org/Web/
Sportello Vittime della Procura della Repubblica di Tivoli	Tivoli (RM)	http://www.procura.tivoli.giustizia.it/spazio_accoglienza_vittime.aspx
Centro Antidiscriminazione Regione Piemonte	Torino	www.piemontecontrolediscriminazioni.it
Associazione Italiana di supporto Vittimologico-CARE	Varese	http://associazionevittimologica.it/
Nosotras	Firenze	http://www.nosotras.it/
Fondazione Vittime di Reati Emilia-Romagna	Bologna	http://www.regione.emilia-romagna.it/fondazione-per-le-vittime-dei-reati/la-fondazione
Rete Codice Rosa	Grosseto	http://www.regione.toscana.it/-/codice-rosa
Cooperativa C.R.I.S.I.	Bari	http://www.mediazionecrisi.it/
OSCAD – Osservatorio per la Sicurezza contro gli Atti Discriminatori	Roma	http://www.interno.gov.it/it/ministero/osservatori/osservatorio-sicurezza-contro-atti-discriminatori-oscad
UNAR – Ufficio Nazionale Antidiscriminazioni Razziali	Roma	http://www.unar.it/
ASGI	Torino	https://www.asgi.it/
Rete Dafne	Firenze	https://www.retedafne.it/
Centro IREOS	Firenze	https://www.ireos.org/
Rete Dafne - Torino	Torino	http://www.retedafne.it/torino/
Rete Dafne Firenze – Associazione Aletea	Firenze	http://www.associazionealeta.it http://www.retedafne.it/firenze/
Centro C.I.P.M.	Milano	https://www.cipm.it/