EXECUTIVE SUMMARY

Hate crimes based on sexual orientation and gender identity :

An overview of global trends and prevention modalities

2019

"All over the world, people are killed, raped, mutilated, tortured, subjected to cruel, inhuman or degrading treatment, arbitrarily detained, abducted, harassed, physically and psychologically abused and bullied since childhood, or subjected to pressures that may lead them to suicide, and to discriminatory attitudes and measures, aggravated by incitement to hatred".

A UN expert quoted by Daniel Borrillo during his hearing before the Senate Law Committee of the Senate of the Republic on the Asylum and Immigration Law Draft, 4 June 2018.

"As men and women of conscience, we reject discrimination in general, and in particular discrimination based on sexual orientation and gender identity. (...) Where there is tension between cultural attitudes and universal human rights, rights must carry the day".

Former UN Secretary-General Ban Ki-moon on Human Rights Day, December 10, 2010.

HATE CRIME: an evolving concept

Hate crime is a legally recognized term endorsed by some of regional and national organizations. The concept can take several forms depending on the legal framework in which it is defined. Legislation generally requires two elements to determine that a crime is a hate crime: it must be a criminal act and it must be committed against certain individuals or groups on the basis of discriminatory motives or prejudices (OSCE, 2012). Hate crimes target individuals based on their actual or perceived race, religion, disability, sexual orientation, gender identity, nationality, origin, social status and political affiliation (Koraan & Geduld, 2016). It is up to states to define which grounds will be included in their respective legislations and the criteria that determines whether or not a crime is considered a hate crime (OSCE, 2012). Hate crimes may also include damage to property related to the targeted groups or communities, and encompass several other elements such as vandalism or damage to places of worship, organizational premises and private homes. The most common types of hate acts are bullying, vandalism and assault (Grugan, 2013).

The International Centre for the Prevention of Crime (ICPC) has studied hate crimes for many years. In 2002, the organization issued its first publication on the subject: *Preventing Hate Crimes: International Strategies and Practice* (ICPC, Shaw & Barchechat, 2002). ICPC acknowledges that hate crime is an evolving concept and, with the financial support of Public Safety Canada, has updated its knowledge of hate crime prevention issues and practices. Since 2002, most studies and research on hate crimes have looked at the topic generally and without specific consideration for *hate crimes based on sexual orientation and gender identity*, which have been increasing during the same time period.

This report aims to bridge this significant gap in existing research: what is actually known about hate crimes based on sexual orientation and gender identity? Empirical research on this type of crime is limited, mostly due to the lack of statistical data from criminal justice systems, which limits understanding of the phenomenon. The hurdles encountered when reporting hate crimes, such as the lack of community trust in justice systems or the prejudices held by official authorities, represent major obstacles to establishing a comprehensive overview of the violence and discrimination experienced by sexual and gender minority communities. This lack of recognition demonstrates the importance of anchoring the report in the realities experienced by LGBTQ+ people. Initial research revealed that hate crimes against LGBTQ+ people were not sufficiently documented in order to conduct an adequate literature review. As a result, the focus shifted from all forms of hate crimes to two specific types of victimization: those based on gender identity and on sexual orientation

The acronym *LGBTQ+* is used in order to include the diversity of people who identify as a sexual or gender minority. The acronym *LGBT* is used by most international bodies including the United Nations (UN). *Q* has been added for the term *queer* because this terminology is widely used in the English-speaking world (Interline, 2016). The + represents all other sexual and gender minorities, as inclusion has been an important concern for us in the realization of this report. Following preliminary readings, acts committed against cisgender or heterosexual women were excluded from the analyses. This choice is explained by the difference in the dynamics of violence. For instance, one of the reasons why violence against individuals from LGBTQ+ communities is not the same as violence against women is that both groups are targeted for different reasons. Hate crimes against LGBTQ+ communities does not

represent a balance of power between male and female gender but "a rejection of female attributes amongst men or of male attributes amongst women mainly, in public or semi-public spaces" (Kraus, 2018, p. 7).

This document summarizes our report, which is divided into three chapters: 1) *The legislative framework of hate crimes in general and of hate crimes based on sexual orientation and gender identity*, 2) *An overview of the specificities of hate crimes targeting LGBTQ+ people* and 3) *Prevention modalities*, and includes our recommendations and guidelines for more inclusive and safe environments for LGBTQ+ communities and for society as a whole. This report meets three objectives:

- To update the knowledge base on hate crimes and hate crimes against LGBTQ+ communities.
- To put emphasis on the prevention modalities related to hate crimes based on sexual orientation and gender identity.
- To formulate recommendations and guidelines for addressing these issues.

Chapter I looks at *conceptual and legislative frameworks*. Key concepts related to the topic are contextualized as well as issues surrounding hate crimes and hate crimes based on sexual orientation and gender identity. Also highlighted are scientific and legal definitions linked with hate crimes along with definitions presented by professionals working directly or indirectly with LGBTQ+ communities. Legal definitions are mapped by geographic region and by organizational level (international, regional and national). The first chapter concludes with a discussion on the merits of legal protections specific to LGBTQ+ individuals.

Chapter II *provides an international overview of violence experienced by LGBTQ+ communities and proposes a typology of the different types of hate crimes perpetrated*. Global trends surrounding hate crimes committed against LGBTQ+ communities are presented, supported by statistical data on violence. The extent of discriminatory practices in employment, education and social services, and the perpetrators of these types of crimes as well as the profiles of the most affected victims are also examined. The conclusion highlights the extent of the consequences of sexual orientation and gender identity-based hate crimes for immediate victims, LGBTQ+ communities and for the well-being of society as a whole.

Chapter III examines *prevention strategies promoted by international and regional*. This chapter also includes a classification of field practices and recommendations from researchers in the prevention of hate crimes, including those based on sexual orientation and gender identity. An overview is offered of current programs that have been implemented and to which ICPC had access. This made it possible to identify which criteria was used in setting up a program for the prevention of hate crimes based on gender identity and sexual orientation. Our research also shows the significant importance of educating, providing training and raising awareness on sexual orientation and gender identity. Also highlighted are the important contributions provided by NGOs regarding the prevention of hate crimes against LGBTQ+ individuals. Lastly, obstacles related to the implementation of the programs are presented, based on the input and expertise of actors in the field.

METHODOLOGY

Once the report was completed, it was reviewed and revised by various partners, including Public Safety Canada and independent parties.

Methodological tools:

Literature review

The first tool used in our research process was a review of the scientific and grey literature regarding hate crimes and crimes against LGBTQ+ communities, as well as a review of international, regional and a number of national frameworks that were relevant to our topic. While documents published between 2007 and 2017 were our research parameters, it was noted during the research process that some sources repeatedly quoted papers published before 2007. Therefore, in order not to overlook important information, some documents published before 2007 were consulted and included in this report. We also worked with documents produced and published up to February 2019.

A systematic research method based on a rigorous and reproducible protocol was then adopted. The online search was conducted using a variety of keywords in the Google scholar search engine and on the proQuest search platform. For these two platforms, English and French were the languages used to conduct the research.

Questionnaire

The expertise and perspectives of professionals working in the field shed light on the realities experienced by LGBTQ+ communities on a daily basis. It also showed the discrepancies between strategic plans, legislation and local realities. With the questionnaire, ICPC sought to identify obstacles regarding the implementation of prevention programs, in order to 1) compensate for the lack of available information on this subject, and 2) cross-reference scientific and legislative data with the perspectives of practitioners. ICPC chose to collect data from participants working with LGBTQ+ people or from those defending and recognizing the rights of these communities, thus enriching knowledge concerning prevention programs and initiatives implemented in the field. The participants also shared the obstacles they encounter and their recommendations regarding the implementation of preventive actions.

ICPC's objective was to collect experiences of professionals working on a daily basis to protect, prevent or fight against violence experienced by LGBTQ+ people, through a questionnaire sent to community associations, organizations and NGOs, professionals working in the justice system (including police services) and professionals providing legal assistance. These professionals working in the field were asked to complete a survey. A total of 263 questionnaires were sent by email to recipients in 137 different countries. The questionnaire was accompanied by an ethics form and a short summary used to explain the research. Participants were invited to provide any relevant contact information, documents or data regarding the topic.

A total of 22 responses were received and the information garnered from these questionnaires was taken into account. In order to preserve the anonymity of the respondents, each participant is designated by a different code name in the report.

Limitations of the research

It is important to note that this study is not a systematic review. ICPC does not claim to have identified all existing documents, publications or legislation regarding the subject, allowing for the possibility that some elements may not have been covered by this report.

Limitations are inherent in researching this topic. Three main obstacles were encountered during the drafting of the report.

- The criminalization of homosexuality can result in a complete lack of data and an inability for professionals involved to exchange their work or to collaborate with public or private organizations.
- There is a lack of published scientific data (quantitative and qualitative) which hindered the drafting of this report. This problem stems from the lack of actual crimes recorded by police forces and in courts of law (Aebi, 2000). Access to more data would have very likely allowed ICPC to provide more detailed information on the subject, therefore is important not to overlook this limitation.
- Language skills can be a barrier in any international study. Despite the fact that ICPC works in French, English and Spanish, additional languages would likely have made it possible to reach more professionals and consult additional documents.
- The constraints related to the time allotted to this study must be taken into consideration. Indeed, this limit requires analysts to advance in their research and to make methodological choices. Electronic transmission of questionnaires was preferred over telephone interviews, since the latter methodological process required more human resources and time.

CONCLUSIONS

The prevention of hate crimes based on sexual orientation and gender identity faces a number of challenges, including issues that limit possibilities for participants and decision-makers to take action or affect the implementation of their programs.

- **The lack of a conceptual and legal consensus** at an international, regional and national level is a major problem. The classification of crimes by authorities does not systematically consider two key aspects: the hate motives and the targeting of an individual's sexual orientation or gender identity. A lack of knowledge about crimes committed against LGBTQ+ communities (such as types of criminal acts carried out, recurrence or profiles of perpetrators and victims) poses a significant barrier to the development and implementation of prevention strategies and programs. Seventeen years ago, ICPC already highlighted this lack of consensus about the international definitions of hate crimes (ICPC, Shaw & Barchechat, 2002) and this report led ICPC to operationalize its own definition of hate crimes:

"*All acts and speech, online or offline, involving or encouraging violence and discrimination, against people (individually or in groups) or material property, based on race, national or ethnic origin, language, colour, religion, gender and gender identity, age, disability, sexual orientation or any other similar element, real or perceived, originating from an individual or institution*".

At the regional and national levels, this lack of consensus leads to major disparities between legal frameworks. For instance, in some regions greater emphasis put on the respect for human rights or on the eradication of HIV/AIDS. In other parts of the world, such as Europe or North America, issues experienced by LGBTQ+ communities are specifically addressed and the term *hate crime* is used when referencing abuse experienced by LGBTQ+ individuals. The protection of LGBTQ+ communities can also vary considerably between areas on the same continent, for example, some countries criminalize same-sex relationship, and penalties range from imprisonment to the death penalty, while other countries allow all couples to marry or adopt children.

Lastly, where protection mechanisms exist, they are not always implemented evenly. Regarding conventions or tools established by international bodies, it is up to the state to choose whether or not they implement these standards. In some states, formal and official protection mechanisms (such as legislation) may also not be applied. In addition, there are no sanctions for breaches of international rules. States play a key role in the protection of their people and the lack of inclusion in their policies or in the legislations they adopt jeopardizes the safety of some vulnerable populations: a lack of state commitment leads to financial difficulties for NGOs to take action and this ultimately results in an absence of protection.

- **Critical lack of data:** The lack of consensus regarding the definition of the concept of hate crime has an impact on the knowledge available on this topic and limits comparison. There are gaps in the availability of qualitative and quantitative data on hate crimes based on sexual orientation and gender identity. When crimes are reported, intersectionality can distort their classification. For instance, if a person has been victimized because of their sexual orientation or gender identity, but is also a member of a racial minority,

the crime can be categorised as a hate crime based on race. This potential misclassification by authorities has an impact on the prevention and protection programs put in place.

Access to information also differs from one state to another. There is less data available on the situation of LGBTQ+ people in states that criminalize intimate same-sex relationships. In addition, this data is collected by NGOs or groups advocating for sexual and gender minority rights and not by governments or other official sources (state statistical centres, police departments or health services data). This makes existing data incomplete, difficult to obtain or practically non-existent in some regions of the world such as Latin America, Africa, Asia or Oceania. The lack of existing data also stems from under-reporting of crimes by LGBTQ+ individuals for fear of victimization (especially by law enforcement officers) for a second time when reporting the crime. Chapter III mentions that state institutions, primarily police and health services, are not adequately prepared to interact with LGBTQ+ individuals. Training and the development of relationships between LGBTQ+ communities and state institutions appear essential to filling the knowledge gap and changing inappropriate attitudes.

Heteronormativity is also found amongst public service providers. LGBTQ+ individuals face harassment, abuse and discrimination, and victims report a lack of trust in institutions; specifically, they doubt that denouncing the crime will lead to tangible sanctions against the perpetrators. LGBTQ+ victims also fear that their sexual orientation or gender identity will be revealed to others during the judicial process.

- **Victims and perpetrators and their links: a violence that goes beyond the individual level:** The advancement of criminological knowledge on hate crimes based on gender identity and sexual orientation allows us to understand some of the specific elements of these criminal acts. Due to a lack of data, it is impossible to identify statistically the most victimized category of individuals. However, the cross-referencing of sources from our research reveals that trans and intersex people are at greater risk of being the target of a hate crime based on sexual orientation or gender identity.

  Trans people appear more vulnerable to discrimination in employment, health services and education settings. For instance, they face difficulties in accessing health services suited to their needs due to an over-representation of cisnormative realities. One in three trans people in the European Union reported that they had been discriminated against while searching for a job, and one in five trans people say they have been discriminated against during the provision of health services. Some settings actually increase the vulnerability of trans people, such as in the case in detention facilities where trans people are subjected to discriminatory and violent practices (incarceration of trans women in male prisons, interruption of hormone therapy or systematic isolation). These practices increase the likelihood that a trans person will be sexually or physically assaulted in prison. On a larger scale, the invisibility of attacks on trans people stems from the difficulties associated with data reporting. When data on hate crimes based on sexual orientation and gender identity are collected, the victim's sexual orientation appears while the gender identity is less often mentioned. Also trans people who are murder victims are registered by their birth sex and not by their gender identity.

- **Intersex children** appear to be one of the most vulnerable group. There is no standardized established protocol for surgical procedures on intersex babies and newborns. Depending on the country, the decision is made at birth (according to the "most developed" sexual organs) or after puberty. If the procedure is performed at birth, the consequences for the individual can be severe if the decision made does not correspond to the gender with which the child will identify during his or her life. When doctors follow surgical protocol strictly, it can lead to a contradiction between the expression of gender and the physical characteristics of the sex organs. Even then, there is a considerable lack of research on the situation of these people. Apart from information from the Inter-American Commission on Human Rights, the status and rights of intersex people are almost unknown.

  It also appears that **the expression of a hate crime based on sexual orientation and gender identity depends on two elements: the relationship between the perpetrator and the victim, and the location where the crime is committed.** In cases where the alleged perpetrator is unknown to the victim, the type of violence used is mostly physical. Alcohol and drug use also increase an individual's risk of committing a hate crime based on sexual orientation and gender identity, regardless of the relationship between the victim and the perpetrator. Our literature review points out that when the perpetrator does not know the victim, **the most frequent profile of the perpetrator is young (average age between 15 and 35 years), white, heterosexual and cissexual male.**

  In cases where the perpetrator is close to the victim (family member, co-worker or acquaintance), the type of violence used is mainly psychological. However, this aspect is difficult to document since violence against LGBTQ+ communities is often underreported. Violence from family members is often recognized as domestic violence, however, it is a hate crime as soon as it is motivated by the sexual orientation or gender identity of the victim. When the state is the perpetrator of hate crimes based on gender identity and sexual orientation, most often the expression of the crime is systemic discrimination. This discrimination includes violence perpetrated by police officers, health professionals or school teachers, lack of access to employment or housing etc. Hate crimes committed by states also result from the criminalization of intimate same-sex relationships and the repression of sexual and gender minorities (by arbitrary arrest, unjustified searches or prohibition of positive promotions of LGBTQ+ communities).

- **Crimes with consequences for individuals, communities and society as a whole:** The consequences of hate crimes based on sexual orientation and gender identity are recognized as long-term consequences, having an impact on the individual victim, LGBTQ+ communities and on society as a whole. The data shows that the individual victims of a hate crime based on sexual orientation or gender identity are affected in terms of mental and physical health. These people often suffer from diseases such as heart disease, migraines, liver disease and asthma. Without being able to establish a causal link between the violence suffered by LGBTQ+ communities and certain diseases, it generally appears that people who identify as belonging to LGBTQ+ communities are more likely to suffer from certain physical, mental and sexual health problems (HIV/AIDS and other sexually transmitted diseases, anxiety, depression or suicide attempts). Hate crimes committed against LGBTQ+ individuals also have significant economic consequences. The individuals concerned may face isolation and barriers to employment, which generates economic losses for society as a whole. The involvement of the state as a perpetrator of hate crimes has profound negative

consequences for LGBTQ+ communities and for society as a whole. The recurrence of discrimination, the monopoly of legitimate violence held and used by states, and the significant psychological consequences resulting from systematic violence marginalizes these vulnerable communities. In addition, the perpetration of hate crimes by the state can send a message that violence against LGBTQ+ individuals is an accepted behaviour. Hate crimes are sometimes intended to frighten all LGBTQ+ communities to such an extent that they are considered a form of terrorism. LGBTQ+ individuals also become secondary victims whenever they witness or are informed of a hate crime. **Hate crimes based on gender identity and sexual orientation, whether systemic or individual, are violations of universal human rights.** Since states are sovereign on their territory, the international guidelines regarding the protection of LGBTQ+ people may or may not be taken into consideration in national legislations. The violation of these guidelines also involves no direct consequences for culpable states.

- **Key findings related to hate crime based on gender identity and sexual orientation prevention:** Internationally and regionally, preventive strategies are addressed primarily through human rights. States control their policies and there are no external constraints applicable. Nonetheless the state is a key actor in the development and implementation of prevention strategies and programs, through the control of the orientations and legislations adopted, and financing mechanisms. In regions where legislation and guidelines are less favourable to LGBTQ+ individuals, NGOs make up for certain shortcomings and succeed in promoting prevention methods. Some organizations are developing their programs for LGBTQ+ people as part of broader policies, such as HIV/AIDS prevention or the fight against violence against women. NGOs also play a key role in prevention by providing support and guidance for victims throughout the crime reporting process. However, involvement of the state should be prioritized as the key actor for the implementation of prevention efforts regarding hate crimes based on sexual orientation and gender identity, since it is states who legislates, authorizes national prevention strategies (including in its institutions) and has the most significant funding capacity.

  The report also shows that the programs aimed at preventing all hate crimes use three different prevention approaches: community, situational and developmental. Youth appears to be the most targeted audience for prevention programs, particularly through schools. For the prevention of hate crimes specifically based on sexual orientation and gender identity, the respondents to our questionnaire favour the community approach. This approach targets the population as a whole (primary prevention), as well as specific groups and individuals (secondary and tertiary prevention). Universal prevention is considered by many participants and practitioners to be an essential approach for the prevention of hate crimes based on gender identity and sexual orientation.

- **Problems regarding the implementation of strategies and programs** included in the report came to light through the answers received in the questionnaire. The two main obstacles are the lack of legislative protection and the lack of state involvement in the prevention of hate crimes targeting LGBTQ+ people. The study states that prevention must remain a priority, especially when it comes to crimes against minorities, and that the prevention of hate crimes leads to a more inclusive society in the long term.

GENERAL RECOMMENDATIONS AND GUIDELINES

Both the literature review and the responses in the questionnaire highlight the gaps in regional strategies and programs aimed at preventing hate crimes and hate crimes based on sexual orientation and gender identity. Some reports mentioned possible solutions that limit the scope of the problem. However these approaches rarely affect all dimensions of the problem (e.g. legislation, staff training, government involvement or even the handling of victims). This next section presents the recommendations made in the report regarding the issues and priorities identified.

Since participants do not all have the same obligations and mandates, a decision was made to divide the recommendations into two spheres of action: the decision-making sphere, with participants from international, regional and national levels, and the operational sphere, with participants from municipal (official city authorities) and community (community-based organizations) levels. Some recommendations appear at several levels.

The recommendations are also presented in thematic lists for easy identification and a more targeted reading. The issues and gaps which the recommendations address are:

- The lack of consensus regarding the definitions used by participants;
- The gaps in the legislative sphere;
- The importance of data reporting and the lack of knowledge on the issue;
- The essential collaboration between partners, practitioners and experts;
- The lack of resources made available;
- The direct involvement of public institutions (mainly in health, education and law enforcement bodies) in the unequal treatment of people;
- The lack of recognition regarding the involvement of community-based organizations.

Recommendations for the international community

- Ensure a consensus on the definitions:
- Acquire a consensus on the definition of hate crime;
- Acquire a consensus on the definition of sexual orientation and gender minorities.
- Actions to be taken in the judicial and legislative sphere:
- Promote fundamental international human rights texts as a basis for convictions, by the international community, for State still having a repressive criminal policy against certain sexual orientations and gender minorities.
- Obtain legal recognition of sexual orientation and gender minorities;
- Establish a similar level of legal protection world widely for LGBTQ+ people;
- Establish a normative framework by states with obligations and sanctions in case of non-compliance;
- Allow the denunciation of hate crimes in front of specialized investigative services;
- Establish direct judicial remedies before a supranational court: this recommendation would act beyond the national framework and the court would have the authority to punish states that do not comply with regional and international agreements;
- Develop an international discourse deficient States, with aim of pressuring their governments.
- Actions to be taken regarding the problem of data collecting and lack of knowledge:
- Establish monitoring centers on violence against LGBTQ communities;
- Create common indicators that measure the level and types of violent acts perpetrated as well as the level of inclusion of minority groups;
- Integrate indicators on gender identity and sexual orientation (e.g., imbed these indicators into the UN's 2030 targets on sustainable development).
- Actions to be taken for the collaboration between partners, participants and experts:
- Utilize a concerted, integrated and multisectoral prevention approach and with several operational levels represented (in order to cross-reference the expertise and limits of each);
- Facilitate and enhance the sharing of good practices among peers (e.g. between law enforcement agencies);
- Facilitate and encourage cooperation and collaboration with law enforcement bodies and judicial services. For instance, in the fight against hate speech, Internet service providers could collaborate more easily with the police and provide information about people who post violent speeches online;
- Improve the fight against hate speech on social network and the Internet, in collaboration with internet service providers, by censoring and withdrawing any hate speech or videos promoting hate posted online
- Actions to be taken to make resources available:
- Allocate a specific budget for the protection and development of programs aiming to prevent hate crimes committed against LGBTQ+ communities;
- Implement a policy to remove and track hate content found online;
- Promote wholesome masculinity, denounce toxic masculinity[1] and eradicate heteronormativity.

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[1] Given that our literature review revealed that, for the most part, perpetrators of hate crimes use violence to express their masculinity, the development of prevention programs for young men remains a public policy priority (Chamberland & Dumas, 2014). In this sense, the preventive strategy includes: support for non-profit and human rights organizations, the creation of monitoring centers on violence against LGBTQ+ people for the production (in a systematic way) of reports, the promotion of

Recommendations for regional communities

- Adapt the international framework to regional contexts (for instance, take into account the social, cultural and economic contexts of each region).
- Ensure consensus on definitions:
- Acquire a consensus on the definition of hate crime;
- Acquire a consensus on the definition of sexual orientation and gender minorities.
- Actions to be taken regarding the problem of data collecting and lack of knowledge:
- Establish monitoring centers on violence against LGBTQ communities;
- Acquire common data collection tools (e.g. for victimization surveys).
- Establish direct judicial remedies before a supranational court, as is done in the European Court of Human Rights. This recommendation would act beyond the national framework and the court would have the authority to punish states that do not comply with regional and international agreements.
- Allow the denunciation of hate crimes in front of specialized investigative services.
- Promote wholesome masculinity and denounce toxic masculinity.
- Eradicate heteronormativity.
- Make society inclusive.
- Facilitate and enhance the sharing of good practices among peers. In particular, international meetings between police officers and judges concerned with the fight against hate crimes would allow for the exchange of knowledge and good practices, working towards bettering actions carried out at a local level.
- Implement a policy regarding the removal and tracking of hate content found online.

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studies and research on hate crimes against LGBTQ+ communities and the positioning by international organizations (such as the United Nations) in favor of the transfer of complaints by a third party.

Recommendation for states

- Ensure a consensus on the definitions:
- Acquire a consensus on the definition of hate crime, sexual orientation and gender minorities.
- Actions to be taken in the legislative sphere:
- Decriminalize sexual and intimate relationships between same sex partners;
- Procure a pardon to people who were convicted before the decriminalization;
- Condemn street harassment against people from LGBTQ+ communities by adopting legislation to this effect.
- Actions to be taken regarding the problem of data collecting and lack of knowledge:
- Acquire common data collection tools (e.g. for victimization surveys);
- Establish monitoring centers on violence against LGBTQ communities;
- Officially recognize the data produced by the academic, scientific and community sector (do not only take into account the data coming from state institutions).
- Actions to be taken by public institutions and services (health, education and law enforcement bodies):
- Acquire inclusive approaches and programs;
- Acquire and implement training modules on the issues and the realities related to LGBTQ+ communities for staff working in the providing of public services;
- Facilitate and enhance the sharing of good practices among peers. In particular, international meetings between police officers and judges concerned with the fight against hate crimes would allow for the exchange of knowledge and good practices, working towards bettering actions carried out at a local level;
- Amend the individual identification forms to include gender minorities response option (for example, add a "non-binary" or "other gender minority" box to an identification form);
- Implement a program that provides recognition, redress and care for LGBTQ+ people who have been victims of hate crimes;
- As for law enforcement services: When victims want to file a complaint, we recommend the possibility for a third party person to come in and file the complaint on behalf of the victim;
- Allow the denunciation of hate crimes in front of specialized investigative services.
- Actions to be taken to make resources available:
- Allocate a specific budget for the protection and development of prevention-based programs for LGBTQ+ communities;
- Set up safe spaces online;
- Make possible the use of phones, text messages or online platforms to report hate crimes in an anonymously way.
- Provide specialized support networks for victims:
- Develop educational programs and tool aimed at further educating society on sexual orientation and gender minorities;
- Improve the fight against hate speech on social media and online, in collaboration with internet service providers by censoring and withdrawing any hate speech or videos promoting hate posted online.
- Utilize a concerted, integrated and multisectoral prevention approach with several operational levels represented (in order to cross-reference the expertise and limits of each).
- Promote wholesome masculinity, denounce toxic masculinity and eradicate heteronormativity.

Recommendations for municipalities

- Ensure a consensus on the definitions:
- Acquire a consensus on the definition of hate crime;
- Acquire a consensus on the definition of sexual orientation and gender minorities.
- Actions to be taken in the legislative sphere:
- Condemn street harassment against people from LGBTQ+ communities by adopting legislation to this effect.
- Actions to be taken regarding the problem of data collecting and lack of knowledge:
- Establish monitoring centers on violence against LGBTQ communities;
- Set up online platforms for anonymous reporting.
- Actions to be taken to make resources available:
- Allocate a specific budget for the protection and development of prevention-based programs for LGBTQ+ communities;
- Set up safe spaces online;
- Provide specialized support networks for victims;
- Produce a booklet compiling the available resources that support and help LGBTQ+ communities;
- Implement means to enhance the value of places of history and memory of LGBTQ+ communities;
- Set up places or accommodation resources specifically intended for LGBTQ+ people;
- Implement a policy regarding the removal and tracking of hate content found online;
- Develop educational programs and tools aimed at further educating society on sexual orientation and gender minorities.
- Utilize a concerted, integrated and multisectoral prevention approach with several operational levels represented (in order to cross-reference the expertise and limits of each).
- Promote wholesome masculinity and denounce toxic masculinity.
- Eradicate heteronormativity.

Recommendation for community-based organizations

- Ensure a consensus on the definitions:
- Acquire a consensus on the definition of hate crime;
- Acquire a consensus on the definition of sexual orientation and gender minorities.
- Actions to be taken regarding the problem of data collecting and lack of knowledge:
- Establish monitoring centers on violence against LGBTQ communities.
- Actions to be taken to make resources available:
- Set up safe spaces online;
- Implement a policy regarding the removal and tracking of hate content found online;
- Produce a booklet compiling the available resources that support and help LGBTQ+ communities;
- Implement means to enhance the value of places of history and memory of LGBTQ+ communities;
- Implement programs working for the recognition of victims' testimonies;
- Provide specialized support networks for victims;
- Actions that can be made by community sector members:
- Develop educational programs and tools aimed at further educating society on sexual orientation and gender minorities.
- Provide training or awareness workshops on the bystander effect topic;
- Condemn discriminatory comments and acts targeting LGBTQ+ communities that occur in homes and in the private sphere, in workplaces and in schools and universities campuses;
- Empower the media in their management of the information distributed, especially by offering training that aim to ensure that the information disseminated is accurate and consistent;
- Work with representatives of places of worship and support them in making these places inclusive collective spaces.
- Utilize a concerted, integrated and multisectoral prevention approach with several operational levels represented (in order to cross-reference the expertise and limits of each).
- Promote wholesome masculinity and denounce toxic masculinity.
- Eradicate heteronormativity.
- Add LGBTQ+ communities in the making of prevention programs.
- Consider the value of the work done by NGOs.

To conclude, three essential elements must be used in all areas of action and must be considered when developing prevention programs and initiatives:

- It is essential to consider the prevention of hate crimes and hate crimes based on gender identity and sexual orientation from the perspective of **intersectionality**. All forms of victimization and discrimination must be taken into account.

- It is important to **focus on the positive aspects of inclusion**. Prevention must focus not only on prohibitions and the negative consequences resulting in the lack of inclusion, but also on all the benefits that inclusion can bring, recognizing the contributions that individuals from LGBTQ+ communities can give to mainstream society.

- It is essential to **involve and consult LGBTQ+ communities** in the conception and implementation of prevention efforts.