








ENACT – Enhancing the capacity of civil society organisations to support victims of anti-LGBTIQ hate crimes

Training Modules



Enhancing the capacity of civil
society organisations to support
victims of anti-LGBTQI hate crimes

Partners

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Introduction – Why are LGBTIQ Awareness Trainings Necessary?¹

Legal Context in the European Union

While we may be inclined to believe that the situation of LGBTIQ people is improving globally year by year, the reality is that the level of safety and tranquility in which community members can live varies significantly between countries and regions. In this training guide, we focus on the situation in European Union Member States.

Human rights play a central role in protecting the rights of LGBTIQ individuals. Today, the international human rights system clearly defends the rights of sexual and gender minorities. Parallely, national legislation usually underlines that fundamental rights apply to everyone, regardless of any protected characteristic or group affiliation. Thus, when we talk about LGBTIQ rights, we are not referring to additional rights granted to queer people, but to legal and legislative frameworks that enable – or should enable – sexual and gender minorities to effectively exercise their rights.

At the EU level, the Charter of Fundamental Rights of the European Union establishes a set of fundamental rights: Article 21 explicitly prohibits discrimination based on sexual orientation, and existing case law also affords protection to transgender people through the category of sex. Article 19 allows the European Union to take action against this type of discrimination.

Since 2000, a specific directive has also prohibited workplace discrimination based on sexual orientation, covering areas such as recruitment, harassment, and promotion.² However, one of the shortcomings of secondary EU legislation is that it does not provide protection against discrimination outside of the workplace (e.g., in healthcare, education, or services). As a result, LGBTIQ individuals might remain particularly vulnerable in these contexts, depending on varied national legislation.

¹ Parts of this introduction were adapted from the handbook *Q-Learning: Training Materials on LGBTIQ+ Issues*, published by Rosalila PantherInnen and Hättér Society in 2024.

²

https://commission.europa.eu/strategy-and-policy/policies/justice-and-fundamental-rights/combating-discrimination/lesbian-gay-bi-trans-and-intersex-equality/legal-aspects-lgbtqi-equality_en



In the EU, a legal framework also exists to protect fundamental rights and values by addressing hate speech and hate crime, although their scope remains limited. EU law currently criminalises hate speech and hate crime only when linked to a very limited set of characteristics – namely “race, colour, religion, descent or national or ethnic origin”. This means that homophobic or transphobic hate speech and hate crimes, as well as bias crimes targeting other characteristics like gender, age or disability are not yet covered by EU criminal law. In December 2021, the European Commission proposed extending the list of EU crimes to include hate speech and hate crime. This initiative under Article 83 of the Treaty on the Functioning of the EU would empower the Union to develop a common legal framework to combat hate speech and hate crime across all Member States. This would widen the scope of prohibited hate crimes to cover additional protected characteristics, such as gender, sexual orientation, age and disability. By harmonizing definitions and penalties EU-wide, the Commission seeks to address the currently fragmented national approaches and ensure consistent protection of victims regardless of where in Europe they live. (As of 2025, the European Parliament has urged EU governments to move forward on this plan, noting with concern that “hate is on the rise” while the Council’s approval has been pending for two years.)

Hate-motivated violence and harassment against LGBTIQ people remain severe problems across the EU, highlighting a gap between EU policies and the lived reality of many LGBTIQ people. Recent data reveal that these incidents have not only persisted but also, they have increased in some areas. In one of the largest surveys on LGBTIQ wellbeing, the EU Fundamental Rights Agency (FRA) found in 2023 that 14% of LGBTIQ respondents had been physically or sexually attacked in the five years preceding the research – up from 11% in 2019 – and over half (55%) experienced hate-motivated harassment in the year preceding the research. The rise in school bullying is particularly worrying, as approximately two-thirds of LGBTIQ youth reported being bullied at school because of who they are, a steep increase from roughly half in 2019. Many people feel compelled to hide basic expressions of affection or identity in public for fear of attack; for example, many LGBTIQ people still avoid holding hands with their same-sex partner in public to preempt potential harassment or violence. These figures are a clear red flag, illustrating that hate crimes are a daily reality for many LGBTIQ people despite the EU’s policies on equality.

Legal Context in EU Member States

Across the six ENACT project countries – Greece, Spain, Slovenia, Italy, Lithuania, and Hungary – the extent to which national legal systems are equipped to address anti-LGBTIQ hate crimes varies significantly. Some are clearly better prepared, both legally and institutionally, while others remain less equipped, either due to fragmented legal protections or an actively hostile political climate. Comparing them reveals not only divergent legislative approaches, but also important differences in how laws are implemented, how institutions respond, and how accessible justice is for LGBTIQ people.

Among the examined countries, Greece and Spain are generally better performing. Greece has made important legal advances, including allowing legal gender recognition without medical intervention, banning conversion therapy, and legalising same-sex marriage and adoption. Spain has also adopted strong legal provisions, with national laws that clearly define hate crimes based on sexual orientation and gender identity, as well as a well-developed anti-discrimination framework. However, LGBTIQ people in Greece and Spain still face violence, which points to the need for more effective policies.



Slovenia stands somewhere in between the better and less equipped states. It has introduced significant legal changes in recent years, most notably the legalisation of same-sex marriage and adoption in 2022. However, its hate crime legislation does not clearly define bias against LGBTIQ people, and legal gender recognition remains governed by unclear by-laws rather than robust statutory protections.

Italy and Lithuania show significant deficiencies. In Italy, protections for LGBTIQ people exist only in specific contexts, such as employment. There is no dedicated legal category for hate crimes based on sexual orientation or gender identity, and such acts are prosecuted under general criminal law without acknowledging bias motivation. Legal gaps are compounded by a lack of training for law enforcement and widespread underreporting by survivors, many of whom distrust the system or are unable to navigate it due to factors like migration status or lack of economic stability. Lithuania faces similar challenges. Although hate crimes are in theory criminalised, implementation remains weak. In both countries, the issue is not the total absence of legal tools, but rather the fragmented provisions and systemic obstacles that render protections ineffective in practice.

The case of Hungary presents a complex picture. The country has comprehensive legislation on hate crime and discrimination, which were progressive at the time of their adoption and were followed by other important steps, such as a police instruction on handling hate crimes. However, the current government has actively eroded LGBTIQ protections. Legal gender recognition was banned in 2020, and gender identity was removed from the explicitly mentioned grounds of anti-discrimination legislation, effectively stripping trans people of legal recognition in April 2025. Government-sponsored anti-LGBTIQ rhetoric has fuelled public hostility, leading to a climate in which survivors often view legal institutions as antagonistic rather than protective. Hungary is not simply a case of a country being less equipped, but one where previous gains have been deliberately rolled back.

Despite these different contexts in the participating countries, common challenges were identified when it comes to supporting victims of anti-LGBTIQ hate crimes.

One of the biggest issues is underreporting. Some survivors of anti-LGBTIQ violence are afraid of being judged or that they will face more discrimination. Others do not trust the police or courts to take them seriously or protect them. In Lithuania, Slovenia, and Hungary, this lack of trust is especially strong. Even in countries with more developed legal systems, like Spain or Greece, victims often find the legal process too complicated, slow, or confusing to engage with.

Another common problem is revictimisation. When victims do try to report or seek help, they sometimes end up feeling worse. Some are treated with suspicion or disrespect, especially if they are trans, non-binary, or members of another marginalised group. Victims shared stories of being misgendered or not believed, and this kind of treatment often discourages them from continuing with the process. Many professionals admit they have not received enough training to properly support LGBTIQ victims or even identify hate crimes.

The public support services that exist are often not well adapted to the needs of LGBTIQ people. In Lithuania, none of the official victim support services offer specific support for LGBTIQ people. In other countries, services are mostly located in big cities, which leaves people in rural areas without real assistance. There is also very little coordination between services: police, courts, healthcare and



social services do not always work together, and this creates confusion and gaps in the care of survivors.

Another serious gap is the lack of reliable data. Many countries do not have comprehensive systems to consistently record hate crimes, especially those related to sexual orientation or gender identity. Without disaggregated data, the issue remains invisible, and governments do not feel pressure to act. In some countries, like Hungary and Lithuania, anti-LGBTIQ rhetoric from politicians further deteriorates the situation, as it discourages reporting and normalises discrimination.

Still, the ENACT national reports also highlight some positive signs. Civil society organisations are doing important work, and often step in where the state falls short. Many professionals are eager to learn and improve the way they support victims. Survivors also say that when they are treated with respect and understanding, it makes a huge difference.

Social Structures That Influence the Daily Lives of LGBTIQ People

Contrary to popular belief, belonging to the LGBTIQ community is not just a private matter, but a characteristic that can result in significant challenges in everyday life when not supported by legal safeguards and public awareness. To understand this, we present below a set of theoretical frameworks and models, which illustrate the structural challenges that LGBTIQ people face.

Heteronormativity and Cisnormativity: Heteronormativity and cisnormativity are social constructs rooted in the belief that heterosexuality and cisgender identity are the default, “normal” ways of living in a society. These concepts are deeply embedded in many cultures and shape social expectations, norms, and institutions. Heteronormativity assumes that heterosexuality is the only natural and acceptable sexual orientation. It presumes that relationships and attraction should exist solely between individuals of different sexes—specifically, a man and a woman. This often leads to the assumption that everyone is heterosexual unless proven otherwise, reinforcing the idea that any deviation from heterosexuality is “abnormal”.

Heteronormativity is responsible for the marginalisation and stigmatisation of non-heterosexual individuals and relationships, perpetuating prejudice and discrimination.

Cisnormativity refers to the belief that cisgender identities – when one’s gender identity matches their sex assigned at birth – are standard and desirable. It assumes that everyone’s gender identity aligns with their sex assigned at birth, ignoring the existence and validity of transgender and non-binary identities. Cisnormativity is often expressed through expecting that individuals conform to gender norms associated with their assigned sex, thereby reinforcing binary gender roles and excluding those who do not fit into this framework.

Both heteronormativity and cisnormativity contribute to the marginalisation and invalidation of individuals who do not conform to these societal expectations. They create a culture in which non-heterosexual and non-cisgender people are viewed as abnormal or less legitimate, leading to discrimination, prejudice, and the denial of basic rights and opportunities. These constructs perpetuate inequality and restrict the freedom of expression and self-determination of people whose identities fall outside of hetero- and cisnormative frameworks.



Recognising and challenging hetero- and cisnormativity is key to promoting inclusion, equality, and social justice. This includes questioning and dismantling the assumptions, stereotypes, and prejudices on which these norms rest. By fostering a more accepting and diverse society, we can create space for sexual and gender minorities to thrive and to be fully recognised and respected.

Microaggressions: Microaggressions are verbal, behavioural, or environmental expressions – either intentional or unintentional – directed at marginalised minority groups that convey hostility, negativity, or resentment toward those individuals.³

Three main types of microaggressions are typically distinguished.⁴

The first group is microassaults: these are conscious, overt expressions intended to hurt or attack marginalised groups. For example, in a school setting, students might insult their LGBTIQ peers using slurs or make offensive jokes during recess.

The second group is microinsults: these are often unconscious expressions of negative stereotypes or insensitivity toward minority individuals. This includes backhanded compliments that highlight a trait of the person which contrasts with a stereotype the speaker holds about the group. Examples include: “I didn’t think you were a lesbian – you dress so nicely!” or “For a girl, you acted very bravely!”.

The third group is microinvalidations: these occur when someone denies, downplays, or ignores the experiences and difficulties of marginalised individuals. Examples include: statements claiming no difference between people and discouraging any focus on minority presence (e.g., “I don’t even notice who’s Roma or not – the important thing is that everyone works well”); comments denying the specific challenges of minority groups (e.g., “If someone is talented and works hard, they’ll succeed. It’s an excuse to say being a minority is holding them back”); and remarks that aim to cover up the speaker’s own biases (e.g., “I’m not homophobic, I have gay friends, but Pride is a bit too much”).

Intersectionality: Intersectionality is a framework that recognises and examines how different forms of social inequality and oppression intersect and interact. The term was first used in 1989 by legal scholar Kimberlé Crenshaw, who emphasised how systems of power and discrimination – based on race, gender, class, sexuality, disability, and other identities or social positions – overlap and are interconnected.

Traditionally, social justice movements have addressed forms of oppression in isolation. Intersectionality argues that individuals hold multiple identities and experience overlapping forms of privilege and disadvantage simultaneously. It acknowledges that one’s experience of oppression is not determined by a single identity or social position, but by the complex interaction of multiple social categories. For example, a black woman may face discrimination due to both her race and gender. She might encounter sexism within her racial community and racism in feminist spaces. Intersectionality stresses that her experience cannot be fully understood by looking at racism or sexism alone. Instead, we must examine how these identities interact and compound her marginalisation.

³ Sue, D. W., Capodilupo, C., Torino, G., Bucceri, J., Holder, A., & Esquilin, M. (2007). Racial microaggressions in everyday life. *The American Psychologist*, 62(4), 271–286.

⁴ Sue, D. W. (2010). *Microaggressions in everyday life: Race, gender, and sexual orientation*. John Wiley & Sons.



The intersectional approach highlights the importance of recognising and addressing the unique experiences and challenges faced by individuals with multiple marginalised identities. It acknowledges that social systems and power structures are interconnected, and that discrimination cannot be adequately addressed by focusing on a single aspect of identity. By considering how multiple forms of oppression intersect, intersectionality seeks to foster a more comprehensive and inclusive understanding of social inequalities.

In summary, intersectionality is a framework that identifies the interrelated nature of different forms of oppression and emphasises the importance of recognising the unique experiences of individuals with intersecting identities. It serves as a tool for understanding and challenging inequality and for promoting a more inclusive and nuanced approach to social justice.

Minority Stress: Members of the LGBTIQ community may face specific disadvantages in all major areas of daily life. These areas include publicly expressing one's identity and coming out, mental well-being and life satisfaction, discrimination experienced at the workplace, in public spaces, education, healthcare, and social services, as well as exposure to hate speech and hate crimes. Among these, according to data from the 2023 LGBTI Survey of the Fundamental Rights Agency of the European Union (FRA), transgender respondents were the most vulnerable to discrimination, facing it two to three times more often in the workplace than other subgroups. Meanwhile, bisexual men and women were the most likely to conceal their identities. These difficulties, however, do not exist in isolation from the societal context in which sexual and gender minorities live.

The minority stress model offers a comprehensive explanation of how environmental and individual variables contribute to mental health challenges among minorities.

According to Meyer's model⁵, minority stress is understood as elevated stress levels experienced by marginalised minorities, caused by both external and internal factors. In this model, external stressors include rejection, homophobic and transphobic behaviours and attitudes, discrimination, hate crimes, structural oppression of sexual and gender minorities, and the invalidation of their experiences and struggles. Internal stressors include hiding one's identity, the stress of concealing it (such as constant fear of being "outed" and the effort required not to slip up), internalised stigma, and chronic shame.

While we have already discussed external stressors in the introduction and the legal context, we have not yet described the difficulties tied to living one's identity.

Members of the LGBTIQ community are often exposed to numerous negative stereotypes and prejudice about themselves even before they recognise their own identity. Integrating LGBTIQ group membership into their identity may be particularly difficult for them, as they must identify with a group that is commonly associated with negative connotations.

Later, this can lead to internalised homophobia, biphobia, and transphobia, as well as chronic shame. These negative emotions and thoughts related to one's own identity can persist in the long term and lead to low self-esteem.

⁵ Meyer, I. H. (1995). Minority stress and mental health in gay men. *Journal of Health and Social Behavior*, 36(1), 38–56.



According to academic research, internalised homophobia, biphobia, and transphobia are strongly correlated with suicidal thoughts and behaviour, substance use, risky behaviour, lack of or difficulty with social connections, and intimacy issues.⁶ An individual's mental and physical well-being is also significantly affected by anticipated stigma and readiness for rejection – when, based on past experiences of discrimination, a person expects a negative, stigmatising response from new acquaintances, and constantly monitors their environment to gauge whether it is safe or rejecting.

Without effective coping mechanisms for minority stress, this state can become a near-constant experience for LGBTIQ individuals. However, the minority stress model also addresses resilience factors that strengthen the mental wellbeing of LGBTIQ individuals. These include social support from parents, relatives, friends, and peers; connections with the LGBTIQ community and sharing common experiences; a sense of pride in the personal journey of self-discovery and self-acceptance; queer activism (which can restore a sense of control over one's situation); and a feeling of connection and gratitude towards historical figures and movements that fought for LGBTIQ rights.

What Can We Do to Support the Inclusion of LGBTIQ People and Create Environments That Meet Their Specific Needs?

As outlined in the sections above, the challenges faced by LGBTIQ people in their everyday lives are multifaceted and occur at various levels. Accordingly, when creating inclusive environments that are welcoming to minorities, it is important to consider which level a given measure targets, who the main actors might be in introducing good practices or new guidelines, and which problematics (e.g., minority stress, microaggressions, language use) we aim to address.

While eliminating the marginalised status of the LGBTIQ community requires systemic societal change and the commitment of legislators to legal equality, we can ease the everyday lives of LGBTIQ individuals in our immediate environment – and, as professionals, that of our clients – through personal choices and behaviours.

As discussed in the section on inclusive language below, knowing the appropriate terms and honoring the identity-related requests of our LGBTIQ acquaintances and clients is essential to creating an inclusive environment. The most important principle here is that when we consider that the identity of an LGBTIQ individual may be relevant to our communication and relationship, we should ask how we can help them feel safe, and whether there is anything specific they would like us to pay attention to. In the case of transgender individuals, it is especially important to respect their gender identity, and use their chosen name.

Consistent and visible support is another important way to show our LGBTIQ acquaintances that they can count on us. This can mean attending thematic events or trainings, organising LGBTIQ-specific events in our workplace, or consistently standing up for victims when we witness microaggressions or abuse, speaking out about the challenges faced by marginalised minorities, and advocating for the implementation and enforcement of clear, specific anti-homophobic, anti-biphobic, and anti-transphobic policies in our workplace.

⁶ Lira, A. N. D., & Morais, N. A. D. (2019). Validity evidences of the Internalized Homophobia Scale for Brazilian gays and lesbians. *Psico-USF*, 24, 361-372.



The Importance of Inclusive Language: Our language use significantly affects how we perceive the world and simultaneously influences and reflects our attitudes and experiences. Accordingly, the words we use can reinforce stereotypes, or, conversely, contribute to the development of inclusion and mutual respect.

In the context of LGBTIQ sensitivity, inclusive language is an essential precondition for creating an accepting environment. By understanding the norms of the LGBTIQ community and knowing which words and expressions are appropriate for referring to specific groups, individuals, or identities, we can signal to our communication partner that we care about their comfort in the interaction.

Below are a few principles that can help ensure that communication with LGBTIQ clients occurs in a safe and inclusive space. One of the most important principles of respectful communication with LGBTIQ people is to accept the identity the person defines for themselves, without questioning whether they are truly of the gender or sexual orientation they say they are. A key part of this is using the name chosen by the person in the case of transgender individuals, even if it differs from the name listed on official documents and addressing them according to the gender they identify with. Overriding hetero- and cisnormativity is also essential in order to create an inclusive environment for LGBTIQ individuals. This can take several forms.

First, it is important not to assume that everyone we communicate with is heterosexual and/or cisgender. This can be achieved partly by using open-ended questions (e.g., asking how the client would like to be addressed), and partly through gender-neutral language (e.g., using “partner” instead of “boyfriend/girlfriend” or “husband/wife” when asking about someone’s significant other). This also includes being familiar with up-to-date terminology for LGBTIQ identities, avoiding outdated expressions, and knowing not only the terms used to describe queer people but also those that describe the majority (e.g., recognising that people whose gender identity aligns with their assigned sex at birth are called “cisgender,” thereby avoiding formulations where non-trans people are referred to as “normal” or “the majority”).

Since LGBTIQ identities and diverse experiences may often be unfamiliar and new topics for cisgender and/or heterosexual individuals, people who meet a member of the LGBTIQ community for the first time are often inclined to ask uncomfortable, intrusive questions.

While there is nothing wrong with curiosity and interest in others, it is particularly important to phrase our questions respectfully, as the experiences of LGBTIQ people often include trauma and unpleasant events related to their identity. Asking a transgender person what their registered (birth-assigned) name was is, for example, an intrusive question. This is often uncomfortable for most transgender people because their former name (known as a “dead name”) may symbolise trauma or something they have moved beyond and no longer see as part of their identity.

To avoid crossing boundaries, it is generally useful to consider whether receiving an answer to a particular question will truly help us get to know our conversation partner better, or whether it is merely driven by curiosity. If the latter, it is probably best not to ask.

When we first begin to familiarise ourselves with LGBTIQ terminology and culture, it can be unsettling to realise how often we may have unintentionally communicated in an offensive manner about these topics. It can also be anxiety-inducing to fear making future mistakes. That is precisely why it is important to state that, just as in other human interactions, it is natural to make mistakes or



accidentally speak hurtfully when communicating with LGBTIQ people. In such cases, it is enough to apologise, move on, and reflect on what we can do to avoid repeating the same mistake next time.

How to Prepare for a Training Session?

Preparation and Development of Training Materials: When preparing for a training session, trainers must pay attention to numerous details, especially when working with professionals whose daily work and activities may be unfamiliar to them.

Below, we present key considerations and participant-related information that are essential for delivering a successful training. When planning our training, the first step is to determine the number and professional background of the participants, the duration of the training, and the location.

To ensure that we deliver knowledge at an appropriate level, it is also important to gain an approximate understanding of the participants' prior knowledge and familiarity with the topic. To tailor our training as closely as possible to the needs of the specific group, we also recommend sending an anonymous form to prospective participants during the planning phase. This allows them to indicate which subtopics interest them and what questions they may have. The training materials included in this handbook are primarily intended for sessions targeting groups of 15–20 participants and lasting 4–8 hours.

Once we know who the participants are and when the training will take place, we can begin designing the content. As a first step, it is important to familiarise ourselves with the participants' daily activities and the characteristics of their profession. What daily challenges do they face at work? What challenges are encountered by LGBTIQ clients who they interact with?

As a general rule, we recommend that:

1. Two trainers should be present at each session to ensure that no one is left alone with the responsibility of conveying the core message in case the group is less open to the topic;
2. Trainers should be well-versed in the topics that are most relevant to participants' work (e.g., if a group consists of legal professionals, it is ideal to have a trainer who is a legal professional themselves – or if that is not possible, the trainers should at least consult a legal professional when planning the session);

When refining the training schedule, trainers are advised to pay attention to the balance between theoretical and practical subsections. While it is important to ensure that key messages and background knowledge are transferred to the participants, enough time should also be dedicated to participatory activities and questions and answers. Furthermore, include the project introduction, training objectives, and training rules in the introductory remarks, and allocate time for oral feedback and the completion of written feedback forms in the closing session.

Trainers can choose from the below list of exercises that can be completed by additional ones. In the preparation phase before the implementation of the training, time should be dedicated to translating the exercises and handouts to be used in the language of the training. Several exercises also require trainers to complete them with information and case studies from their national context. Trainers can consult the reports of civil society organisations for this purpose, or they can reach out to such



organisations directly. Besides the main body of the exercises, country specific research must precede the training to be able to share conclusions and further related information with the participants after each exercise. Trainers must pay special attention to responding to the needs of the given group, even if those evolve during the training. It is encouraged that training sessions are participatory and allow for the expression of the experiences and ideas of different participants.

The modules include an interactive exercise to introduce key LGBTIQ terminology (exercise 3.1 “Say it right”). If trainers choose not to include this exercise in their training schedule, they are advised to involve a brief LGBTIQ “dictionary” in their presentations, preferably at the beginning of the training.

Trainers are encouraged to use photos and videos during their presentations. Materials can be collected from their national context, or previous EU projects as well. This video from the project named CounterHate is a suitable one for introducing the topic of hate crime responses, since it offers subtitles in various languages:

<https://www.youtube.com/watch?v=oh2pOQw5TUc>

For online sessions, trainers are advised to use an online meeting tool that has the necessary functions to implement their chosen exercises (breakout rooms, raising hands, etc.). Trying these functions in advance and practicing with a colleague results in smoother implementation. When breakout rooms are used, it is important to communicate clearly what the task will be for each group, while sharing the handouts in the meeting chat and reminding participants to download it before starting the exercise. Trainers can use the functions of the meeting host to enter different breakout rooms to verify the group’s activity. Graphic design tools are useful to recreate whiteboards, flipchart papers, or tables with different cards online. Online survey tools help to visualise and monitor answers in real time, allowing trainers and participants to immediately understand and compare survey results and reflect on them. Sharing an online survey in different ways – QR code, access code, link – makes sure that everyone can access it.

Aim of the training modules

The target group of the training modules consists of law enforcement and justice professionals (police officers, attorneys at law, prosecutors, and judges).

Its main topics identified at the planning stage of the ENACT project are gender and sexual diversity, intersectionality, assistance to victims of anti-LGBTIQ hate crimes, and combatting institutional discrimination and revictimisation.

Further priorities have been established after the careful examination of the ENACT research results, which – among others – explored the training needs of such professionals in particular to provide input for this work package. The intended learning outcomes described below address the gaps and needs identified during the national interviews and through the assessment of each research report.

Intended learning outcomes

The six national research reports produced under the second work package of ENACT project all came to the conclusion that training is a crucial component of improving the quality of support provided on different levels to the survivors of anti-LGBTIQ hate crimes. The views and expectations of



research participants regarding training needs were used to define the intended learning outcomes listed below.

Legal skills: The training clarifies legal terminology and national frameworks, including reporting mechanisms, potential legal proceedings, bias or hate motive definitions and indicators. These are essential for a more appropriate qualification of a hate incident, as well as increased legal awareness in all stages of the accompaniment of survivors. The training also intends to provide up-to-date information about legislative changes and best practices.

LGBTIQ-awareness: The training presents LGBTIQ terminology and basic notions of sexual orientation, gender identity, gender expression and sex characteristics. This information is coupled with an enhanced awareness of the lived realities of LGBTIQ individuals, with an emphasis on minority stress and its cumulative effect on individuals' mental health and their trust in public institutions. Besides encouraging general empathy and sensitivity, exercises have the potential to identify potential structural barriers and institutional biases that decrease survivors' willingness to report incidents or seek help. The promotion of the use of inclusive language was identified as a key goal, alongside the dissemination of special considerations to assist and protect transgender and intersex people, whose experiences are often overlooked or misunderstood by public agents.

Emotional skills: Professional practices that rely on adequate emotional skills and reflect an openness towards diversity are another desired learning outcome. While most law enforcement and justice professionals have a defined pragmatic mandate, they encounter cases in which they must react to psychological dynamics such as fear, trauma and anxiety. This element of their work sheds light to the importance of emotional skills and awareness. Patrol officers are for example often the ones who first establish contact with a victim, which encounter is a key moment to gain their trust and manage their vulnerability.

Intersectionality: The training encourages professionals to understand and apply the concept of intersectionality in practice, taking into account overlapping forms of oppression. The training includes role play and experiential learning to enhance their understanding of the concept.

Communication skills: Strengthening effective communication skills is another crucial part of the training. This can be useful when taking a report from or interviewing a victim, in the field of mediation and conflict resolution, as well as when it comes to interagency coordination.

Self-care: The training also focuses on consciously applying strategies for stress management, emotional well-being, and burnout prevention, both from employers' and employees' side in the field of victim support.



Examples of 4 and 8 hour-long training structures

8-hour long schedule for *law enforcement professionals*

30 minutes	Introductory session
35 minutes	<i>Where do you stand?</i> introductory exercise (1.2)
40 minutes	First presentation about legal framework
15 minutes	Q&A
20 minutes	Break
30 minutes	<i>What's behind the numbers?</i> exercise (2.1)
25 minutes	<i>Qualify your case</i> exercise (2.4)
35 minutes	Second presentation about LGBTIQ clients and special needs
15 minutes	Q&A
40 minutes	Lunch break
30 minutes	<i>Say it right</i> exercise (3.1)
35 minutes	Third presentation about key skills and knowledge in law enforcement
15 minutes	Q&A
20 minutes	Break
30 minutes	<i>Parallel perspectives</i> exercise (4.3)
40 minutes	<i>Measures that matter</i> exercise (4.5)
25 minutes	Closing session



8-hour long schedule for *justice professionals*

30 minutes	Introductory session
30 minutes	Find your country introductory exercise (1.3)
40 minutes	First presentation about legal framework
15 minutes	Q&A
20 minutes	Break
30 minutes	Know your laws exercise (2.3)
35 minutes	Second presentation about LGBTIQ clients and special needs
15 minutes	Q&A
40 minutes	Lunch break
30 minutes	Decode the quote exercise (3.2)
40 minutes	Third presentation about key skills and knowledge for justice professionals
15 minutes	Q&A
20 minutes	Break
45 minutes	Beyond one area (4.1)
45 minutes	Restorative justice exercise (4.10)
30 minutes	Closing session



4-hour long schedule for a diverse group of professionals

15 minutes	Introductory session
20 minutes	Guess the number introductory exercise (1.1)
30 minutes	First presentation about legal framework
10 minutes	Q&A
10 minutes	Break
30 minutes	Who is who? exercise (2.2)
30 minutes	Second presentation about LGBTIQ clients and special needs
10 minutes	Q&A
10 minutes	Break
40 minutes	Why them? exercise (3.3)
20 minutes	The language of respect exercise (3.5)
15 minutes	Closing session



4-hour long schedule for *victim support officers*

20 minutes	Introductory session
30 minutes	First presentation about legal framework with a focus on victim support
10 minutes	Q&A
15 minutes	Break
45 minutes	Steps to take exercise (4.6)
30 minutes	Second presentation about LGBTIQ clients and special needs
10 minutes	Q&A
15 minutes	Break
20 minutes	Needs to tackle exercise (4.7)
30 minutes	Mind your balance exercise (4.11)
15 minutes	Closing session



Exercises

1. Introductory Exercises

1.1 Guess the number	
Objectives and topics	<ul style="list-style-type: none"> raise awareness about key information on anti-LGBTIQ hate crimes and discrimination (their prevalence in the EU; the problem of underreporting; their economic costs; EU-level research and legislation; the decriminalisation of homosexuality and the depathologisation of trans identities) share information from the reports cited (for example other examples of economic costs)
Targeted Professionals	This exercise is suitable for a variety of professionals with or without a specific role in hate crime responses (e.g. police officers, prosecutors, case workers, lawyers, victim support staff).
Timeframe	20 minutes
Group setup	Individually or in groups of 2-4, then plenary
Equipment and tools	Projector Quiz as online survey tool or slides One smartphone/group (if using online tool) or sheets of paper and pens Small award – merch or sweets (optional, depending on type of audience)
Preparation	Complete the answers of the quiz with data from your own country, with the help of the listed resources. Add your questions to an online survey tool, or write each question on a slide.



Instructions

The exercise can be conducted either individually or in groups of 2-4 people to allow groups to discuss their guess before writing them down.

If working in groups, identify the groups and arrange the room so that they can sit next to each other. Make sure that each group has a smartphone that can log in to the online survey. If not using an online survey, distribute a sheet of paper and a pen to each group to record their answer.

Monitor how much time the groups need to pick their guess. If they are fast, you can move on sooner. If they take more than 1-2 minutes, emphasise that this is only a guess, and encourage them to finalise the discussion.

If working on paper, ask the groups to share their guesses, then announce the correct answer and give one point to those groups who guessed it correctly.

After sharing each correct answer, ask everyone to think more about it and have a discussion in the large group. Use the following questions to guide the discussion: Is the figure high or low? Compared to what? Is anyone surprised? What did they expect?

Announce the final winner with the most points, and distribute a small award for them if possible. This can be a merch from your organisation (mugs, tote bags) or pieces of chocolate for example.

Quiz questions: (with correct answers in bold for trainers' use)

1. According to a 2023 survey of the Fundamental Rights Agency of the European Union (FRA), what percentage of LGBTIQ people surveyed in the European Union experienced physical or sexual attacks in the past five years?
 - a. **13%**
 - b. 8%
 - c. 28%

Source:

<https://fra.europa.eu/en/publication/2024/lgbtiq-equality-crossroads-progress-and-challenges#publication-tab-1>

2. How high was this percentage in your country (LGBTIQ people who experienced physical or sexual attacks in the past five years)?
XX (trainers must complete the answer)



Source to be consulted:

<https://fra.europa.eu/en/publications-and-resources/data-and-maps/2024/eu-lgbtiq-survey-iii> (Filter data for the topic of "Violence and Harassment", then choose the first question)

3. According to a 2023 survey of the FRA, what percentage of LGBTIQ people surveyed in the European Union experienced hate-motivated harassment in the past five years?
 - a. 10%
 - b. 26%
 - c. 54%**

Source:

<https://fra.europa.eu/en/publication/2024/lgbtiq-equality-crossroads-progress-and-challenges#publication-tab-1>

4. According to the estimates of the European Parliament, how many millions of euros are lost from the GDP of EU countries annually due to hatred and discrimination based on sexual orientation?
 - a. 11-23
 - b. 25-71**
 - c. 60-97

Source:

[https://www.europarl.europa.eu/RegData/etudes/STUD/2018/615660/EP_RS_STU\(2018\)615660_EN.pdf](https://www.europarl.europa.eu/RegData/etudes/STUD/2018/615660/EP_RS_STU(2018)615660_EN.pdf)

5. Since when does the World Health Organization no longer consider transgender identities a mental illness?
 - a. 2015
 - b. 2008
 - c. 2019**

Source:

https://www.who.int/europe/news/item/17-05-2019-moving-one-step-closer-to-better-health-and-rights-for-transgender-people?utm_source=chatgpt.com

6. When was homosexuality decriminalised in your country?
XX (trainers must complete the answer)
7. When did France, the first country to do so in Europe decriminalise homosexuality?
 - a. 1791**
 - b. 1896
 - c. 1934



	<p>8. According to the OSCE, how many hate crimes were officially reported in your country in 2023? XX (trainers must complete the answer)</p> <p>Source to be consulted: https://hatecrime.osce.org/hate-crime-data</p> <p>9. Out of ten, how many hate crimes are officially reported to an authority in the European Union?</p> <p>a. 3 b. 1 c. 7</p> <p>Source: https://fra.europa.eu/en/publications-and-resources/infographics/hate-crime-reporting-infographic</p> <p>10. In which year was the EU Victims' Rights Directive adopted?</p> <p>a. 2009 b. 2012 c. 2018</p>
Online Adaptation	<p>Since this exercise is designed for a plenary meeting, participants must work individually in case of an online training. An online survey is preferred for smoother implementation. Trainers can ask additional questions after each round, similarly to the in-person version.</p>

1.2 Where do you stand?	
Objectives and topics	<ul style="list-style-type: none"> • use physical movement to energise training participants • improve participants' concentration and willingness to participate actively • assess participants' knowledge and experience about anti-LGBTIQ hate crimes • assess participants' openness to cooperate with CSOs, and level of awareness about LGBTIQ topics • provide an opportunity to get to know the group and their training needs better • offer introductory information to the topic when discussing the answers
Targeted Professionals	<p>This exercise is suitable for a variety of professionals with or without a specific role in hate crime responses (e.g. police officers, prosecutors, case workers, lawyers, victim support staff).</p>
Timeframe	<p>35 minutes</p>



Group setup	Plenary
Equipment and tools	Two cards saying “I do not agree at all” and “I fully agree” or “1” and “10”
Preparation	<p>Trainers should select 4–5 sentences from the list of questions below. Further sentences can be created by the trainers, with the purpose of assessing participants’ knowledge and opinion about hate crimes or to assess sensitivity and attitudes to LGBTIQ topics.</p> <ol style="list-style-type: none"> 1. Hate crimes are widespread in my country. 2. Institutional responses to anti-LGBTIQ hate crimes are sufficiently serious in my country. 3. In my previous education and training, I received enough information about anti-LGBTIQ hate crimes. 4. My workplace does its best to support LGBTIQ hate crime survivors. 5. It is likely that I would report a hate crime if it happened to me. 6. I (would) feel comfortable working with anti-LGBTIQ hate crime survivors. 7. Asking for advice from CSOs undermines the authority of public institutions. 8. You should always address a person based on the name and gender marker in their ID.
Instructions	<p>Place the two cards to two different extremes of the room. Ask the participants to stand up, and briefly explain that you will read statements outloud, and participants will have to position themselves in the room according to their opinion about each statement. Those who fully agree, should stand to one extreme of the imagined scale, those who do not agree at all at the other extreme, and the rest in-between depending on where their opinion falls. Tell the group that this is not a knowledge test, not every question has a right or wrong answer, and they are free to express their opinions as long as they do so respectfully.</p> <p>After reading one statement, participants must choose their position, which should be followed by a brief discussion about why participants chose a certain point on the scale. It is best to start with someone from one extreme, then someone from the other, and then those in-between. Make sure to ask different participants each round to make everyone speak. Do not ask each participant in each round, as that takes up too much time and makes the exercise too repetitive. Trainers can provide some input about the topics before moving on to the other one.</p>
Online Adaptation	You can implement this exercise in the plenary meeting room, using the scale option of an online survey tool. After sharing the link to the survey, ask the participants to rate each statement from 1 (strongly disagree) to 10 (strongly agree) according to their opinion and knowledge. Keep



	<p>sharing the online survey results on the screen while discussing the answers. As participants' individual choices are not visible in this case, use these or similar questions to guide the discussion: Is anyone surprised by the overall results? If yes, why? Does anyone note that their response to statement x varied significantly from the average? Why do you think that others voted differently? Why do you think that most people agreed (or disagreed) with statement x? Could someone share their answer to statement x and explain their choice?</p>
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1.3 Find your country	
Objectives and topics	<ul style="list-style-type: none"> • become familiar with the anti-LGBTIQ hate crime legislation in the project countries, as well as the political context • have basic information about participants' own countries, while getting an opportunity to compare that briefly with other EU countries • set the tone and prepare participants for the first presentations, raise their interest • promote the ENACT National Reports among participants
Targeted Professionals	This exercise is suitable for a variety of professionals with or without a specific role in hate crime responses (e.g. police officers, prosecutors, case workers, lawyers, victim support staff).
Timeframe	30 minutes
Group setup	Four groups of 4-5 people, then plenary
Equipment and tools	<p>Four sets of 3x6 cards with country names, legal overview and social overview</p> <p>Handout named <i>Rainbow Map</i></p>
Preparation	If using this exercise later than 2025, update the country descriptions before using them.
Instructions	<p>Use four tables to lay down the six country names on each of them. Divide participants in four groups. Give each group a set of 2x6 cards with legal and social overview.</p> <p>Share the instructions with the group: "You have 15 minutes to find the descriptions of your country, and additionally, try to guess which other EU Member States the other cards describe. Place the cards under the country you think they belong to."</p> <p>Cards:</p>



Italy

(Legal context): The country respects the rights of LGBTIQ people at 24%, according to the 2025 Rainbow Map of ILGA Europe. Past improvements in LGBTIQ rights include the removal of surgical requirements for gender recognition and the authorisation of civil unions for same-sex couples. However, legislative protections against discrimination and hate crimes are incomplete. Anti-discrimination laws for LGBTIQ people exist in the field of employment, but are limited to this field only in most regions. There are no direct prohibitions on hate crimes against LGBTIQ groups. These are charged as any other crime, ignoring the underlying bias.

(Social context): While social visibility of LGBTIQ people is high in the country, gaps exist in the field of non-discrimination and equality. Inequalities between the northern part and the southern part of the country are also an important factor, both historically and in practice: some LGBTIQ-specific services are only available in the north until today. Moreover, the current government has promoted anti-LGBTIQ rhetoric and policies.

Greece

(Legal context): The country respects the rights of LGBTIQ people at 69%, according to the 2025 Rainbow Map of ILGA Europe. The country has advanced LGBTIQ rights with laws permitting legal gender recognition without surgery, banning conversion therapy, and legalising same-sex marriage and adoption. The Penal Code qualifies bias on the basis of sexual orientation and gender identity as an aggravating factor in crimes. The absence of comprehensive policies addressing anti-LGBTIQ discrimination highlight room for improvement.

(Social context): While legislative advancements signal progress, societal resistance reveals the ongoing challenges in achieving full equality. In 2024, a major incident occurred in a significant city. Instances of hateful rhetoric by politicians and local leaders further enhance discriminatory behaviours and hinder cultural acceptance. Civil society groups actively respond to this backlash and they are also present in refugee camps across the country to support LGBTIQ asylum-seekers.

Slovenia

(Legal context): The country respects the rights of LGBTIQ people at 50%, according to the 2025 Rainbow Map of ILGA Europe. The country grants full marriage and adoption rights to same-sex couples. A



national law is in place against discrimination on the grounds of sexual orientation, gender identity and gender expression. There is no specific legal framework that would pertain solely to anti-LGBTIQ hate crimes. Instead, the Criminal Code prescribes a number of criminal offences that explicitly include either discriminatory practices or bias motives. It also regards bias motive as an aggravating circumstance in other crimes.

(Social context): LGBTIQ people in this country are less comfortable being open than the EU average. The community has voiced concerns that hate speech and discriminatory rhetoric are intensifying, contributing to a hostile environment that occasionally translates into physical attacks. It can be challenging to preserve the anonymity of victims due to the small size of the population (an estimated 2.1 million people). In 2023, such incidents took place during the local Pride event. Both law enforcement and the local population took proactive steps to reduce them the following year.

Lithuania

(Legal context): The country respects the rights of LGBTIQ people at 24%, according to the 2025 Rainbow Map of ILGA Europe. Within the legal system, hate crimes are defined as criminal acts motivated by bias, prejudice, and/or hostility against a person or group based on a protected characteristic. These offenses can be criminalised either as a qualifying element of the crime or as an aggravating circumstance. Concerns persist about effective implementation of the legal framework. Key barriers include limited hate motive recognition by the police, poor victim service coordination, and lack of specialised LGBTIQ support.

(Social context): In the past two decades, the country has experienced a gradual but uneven progress in LGBTIQ rights. A record number of people attended the Pride event in the capital city in 2024. The following year, it also hosted a regional Pride event that rotates between three countries and takes its name from the sea that connects them. However, public opinion polls show that one third of the population would still feel uncomfortable having an LGBT colleague. Institutional responses to hate crimes could be more effective: in 2024, a person that burnt an LGBTIQ flag near the Parliament was fined only 15 euros.

Spain

(Legal context): The country respects the rights of LGBTIQ people at 78%, according to the 2025 Rainbow Map of ILGA Europe. The country



has progressive legislation in many fields, such as equal marriage and asylum rights. Legislation on the victims of crime and the Criminal Code recognise and penalise crimes motivated by the victim's sexual orientation or gender identity. The legislative framework was strengthened in recent years to better protect transgender people and emphasise intersectionality. Specific laws exist on the regional level.

(Social context): A recent survey showed that 87% of the population supports LGBTIQ rights. Despite the legal improvements and increasing social recognition, persisting barriers affect all LGBTIQ people, and especially the most vulnerable groups within the community, such as migrants, trans or intersex people and minors. This is mostly due to institutional inequalities and hostile social dynamics, exacerbated by sensational media coverage. In 2024 for example, some articles falsely claimed that the country's new progressive law on legal gender recognition was exploited by individuals to obtain retirement benefits in one of its overseas territories.

Hungary

(Legal context): The country respects the rights of LGBTIQ people at 23%, according to the 2025 Rainbow Map of ILGA Europe. Progressive legislation was introduced in the field of equal treatment in the early 2000s. The Criminal Code sanctions bias motivation as a constitutive element of *violence against a member of a community* (hate crime equivalent), as well as an aggravating circumstance in other crimes. Legislation in recent years restricted LGBTIQ rights in various ways, impacting publicity, freedom of assembly, legal gender recognition, and possibilities for adoption. Gender identity has recently been removed from the list of protected grounds against discrimination.

(Social context): Political groups, including the country's long-ruling party, have been hostile to the LGBTIQ community in recent years. They spread the idea that LGBTIQ groups are responsible for social problems, serve foreign interests, and pose danger to children. However, nationally representative surveys suggest that these narratives have only a moderate impact on overall societal attitudes. For example, although legal gender recognition has not been available for the past five years, 73% of the population would support its availability.

After 15 minutes, provide the correct solution to the participants, share with them the link to the national reports (https://zenodo.org/communities/enact_hate_crimes/records?q=&l=list&p=1&s=10&sort=newest), and explain that they can find detailed descriptions and research findings there. Additionally, respond to any questions, and announce that the first presentation will elaborate more



	<p>on the legal context and overview of the participants' own country.</p> <p>Since this exercise is planned to happen at the beginning of the training, trainers can also ask if there are any expressions that the audience did not understand. If so, provide them with brief explanations and tell them at which point of the training they will be able to learn more about them. Furthermore, ask the participants if they have been surprised by the results and the situation in the listed countries. Open up the discussion and ask them what else they know about LGBTIQ rights and hate crime legislation in other European countries. Use the handout Rainbow Map from ILGA Europe to help participants to structure their knowledge about LGBTIQ rights in Europe.</p>
Online Adaptation	<p>Breakout room functions can be used to divide the group into smaller working groups. Trainers can use an online board tool with post-its to implement the exercise, sharing a different copy of the board with each group. As an alternative, trainers can give a number to each country, and ask participants to write the correct number next to the descriptions in a text file attachment.</p>



2. Exercises about legal framework

2.1 What's behind the numbers? ⁷	
Objectives and topics	<ul style="list-style-type: none"> • recognise the importance of underreporting and under-qualification • recognise the importance of trustable and comprehensive data collection • improve statistical and legal analysis skills
Targeted Professionals	This exercise is suitable for a variety of professionals with or without a specific role in hate crime responses (e.g. police officers, prosecutors, case workers, lawyers, victim support staff).
Timeframe	30 minutes
Group setup	Groups of 4-5 people, then plenary
Equipment and tools	Handout named <i>What's behind the numbers?</i>
Instructions	<p>Divide the participants into groups of 4-5 people. Give each group a printed copy of the handout named <i>What's behind the numbers?</i>.</p> <p>Ask the groups to discuss what explains the large difference between the countries. Make it clear that there is no one single right answer, but that there can be various explanations, and they should identify as many explanations as possible. Give 10 minutes for the groups to have a discussion.</p> <p>Ask the groups to count how many different explanations they came up with. Start with the group with the highest number of explanations, and ask them to give one such explanation. Ask the second group to give another explanation. Go around the groups until none of them has a new explanation. If not mentioned, discuss the following explanations: difference in size of the counties, in ethnic composition of societies, in legislation, in the level of underreporting, in how seriously authorities take reports and whether they use proper categorisation (problem of under-qualification), as well as problems with the statistical system.</p>
Online Adaptation	Share the virtual version of the handout in the online meeting chat. Divide the group in breakout rooms and set the time limit for 10 minutes. Upon returning to the main room, continue the discussion in plenary.

⁷ This exercise was adapted from a training manual developed by The Working Group Against Hate Crimes in Hungary as part of the project *Tackling Hate Crimes Locally* in 2021.



2.2 Who is who?⁸	
Objectives and topics	<ul style="list-style-type: none"> • make sure that participants are aware of the role and mandate of national entities (organisations and institutions) that intervene at any stage of hate crime responses • clarify which actors are active in the field of prevention, policy-making, prosecution, and victim support • foster inter-agency cooperation by introducing potentially new actors to the participants • help participants have an overview of the national ecosystem of relevant actors • raise awareness about the relevance of intersectionality
Targeted Professionals	This exercise is suitable for a variety of professionals with or without a specific role in hate crime responses (e.g. police officers, prosecutors, case workers, lawyers, victim support staff).
Timeframe	30 minutes
Group setup	Groups of 4-5 people, then plenary
Equipment and tools	Sets of printed lists of names and definitions, cut into separate pieces of paper
Preparation	Trainers identify relevant actors who intervene in the field of hate crime prosecution, prevention, policy-making, or victim support. Such actors can be either public institutions or civil society organisations. It is important to include CSOs, to reaffirm their role in the field of hate crime responses, and to make participants aware of the work that they do to provide efficient, approachable and specialised support services. Think about support services for other minorities as well, that can play a role in responses to intersectional cases. Complete the list of actors by a 2-3 sentences long summary about their role in national responses to hate crimes. Print actors' names and definitions and cut them into separate pieces of paper.
Instructions	<p>Participants will have 10 minutes in groups to match the names with the summary of their role.</p> <p>In plenary, discuss the correct answers and provide additional information about the actors that the current audience is less familiar with. Reply to any questions about the role of actors, as well as the interconnectedness of their work. If no such questions arise, add additional information proactively.</p>

⁸ This exercise was adapted from a training manual developed by The Working Group Against Hate Crimes in Hungary as part of the project *Tackling Hate Crimes Locally* in 2021.



	The list of actors can include, among others: national human rights institutions, equality bodies, the ombudsperson, the police, the prosecution service, the judiciary, public victim support services, public or private legal aid services (if any), civil society organisations, coalitions or working groups, other public institutions.
Online Adaptation	A handout in editable format can be sent to online meeting participants in the chat. In the handout, two columns contain the names and the definitions, separated by a blank space. The second column must be numbered. In breakout groups, participants have 10 minutes to write the correct number of their definition next to each name. Then return to plenary and evaluate their work.

2.3 Know your laws⁹	
Objectives and topics	<ul style="list-style-type: none"> • provide an overview about national legislation related to hate crimes • discuss current practices and law enforcement policies • evaluate the existing legal awareness and opinion of participants • bring participants' knowledge about the prosecution of hate crimes to the same level • raise awareness about intersectionality
Targeted Professionals	This exercise is suitable for a variety of professionals with or without a specific role in hate crime responses (e.g. police officers, prosecutors, case workers, lawyers, victim support staff).
Timeframe	30 minutes
Group setup	Individual, then groups of 4-5 people, then plenary
Equipment and tools	Paper with list of questions Handout with main answers Pens
Preparation	Trainers prepare a handout with five paragraphs about the following information in their national context: <ul style="list-style-type: none"> • Hate crime legislation type and definitions • Protected characteristics (list, open-ended or not) • Summary, name and date of creation of national police policy if any • The role of investigators, prosecutors, and the judiciary briefly explained

⁹ This exercise was adapted from the Council of Europe handbook: *Policing Hate Crime against LGBTI persons: Training for a Professional Police Response* (2017).



	<ul style="list-style-type: none"> The efficiency of hate crime prosecution in your country, strengths, weaknesses, opportunities and threats (ENACT project partners can use key points from the SWOT analysis in their national report)
Instructions	<p>Each participant will receive a list of questions on a piece of paper and a pen. They will have 8 minutes to reflect on the questions and write down their short answers.</p> <ul style="list-style-type: none"> How does national legislation define hate crimes in your country (specific penalty enhancement, general penalty enhancement, specific offence)? What are the protected characteristics? Are there any guidelines, policies, or good practices regarding intersecting protected characteristics? Are multiple grounds for bias motives recognised in hate crime cases? How? What is police policy on investigating hate crimes? What is the role of the investigator, the prosecutor, or the judiciary as you understand it? What has been your experience of the legislation to date? Do you consider it effective? <p>After individual reflection, ask the participants to create groups of 4–5 people. If possible, group members should have different profiles and levels of experience in the topic, to ensure that less experienced participants can receive useful input from more experienced ones. Give another 8 minutes to the groups to discuss their answers.</p> <p>After individual reflection and group discussion, distribute the handout with the answers to the participants. Give them 5 minutes to read it and compare the information with their previous findings.</p> <p>In plenary, ask the groups if they learned any new information from the handout, and if yes, what that was. Ask them which parts of the topic they are particularly interested in and would like to learn more about during this training. If learning priorities around hate crime legislation are established, make sure to center the trainers' interventions around those topics during the remaining part of the training.</p>
Online Adaptation	<p>The file with the questions can be sent as an editable attachment to the meeting chat. Participants can remain in the main meeting room during the individual reflection, then be sent to breakout rooms of 4–5 people for 8 minutes. Upon returning, share the handout with trainers' paragraphs with the participants, leave 5 minutes for reading it, and ask the final questions.</p>



2.4 Qualify your case¹⁰	
Objectives and topics	<ul style="list-style-type: none"> • increase the correct qualification of hate crimes • recognise the elements of hate crimes • clarify legal definitions
Targeted Professionals	Law enforcement and legal professionals who play a role in hate crime qualification (police officers, report takers, prosecutors, judges).
Timeframe	25 minutes
Group setup	Four groups of 4-5 people, then plenary
Equipment and tools	Handout named Qualify your case
Preparation	Add a fourth case study to the Qualify your case handout that is typical in your national context.
Instructions	<p>Explain the goal of the exercise to the participants and the importance of the correct qualification of crimes. Share national statistics or research findings about under-qualification or mis-qualification if you have any.</p> <p>Divide the participants in groups of 4-5 people. Give one case study from the Qualify your case handout and a pen to each group. Ask them to reply to the questions on the handout in 10 minutes.</p> <p>Return to plenary and read the case studies and questions. After each case, ask the group that worked on it for their answers. Compare their answers with the trainers' answers and discuss any related questions.</p>
Online adaptation	Use a single document as a handout and name the case studies within it "Breakout room 1", "Breakout room 2", etc. Send the document to the meeting chat and ask participants to download it before being sent to breakout rooms. Clarify that each group will only work on one case that corresponds to their breakout room number. Send the participants into a breakout room for 10 minutes. When returning to plenary, continue the discussion of the answers and solutions as described above.

¹⁰ This exercise was adapted from a training developed by Háttér Society as part of the project *You are not alone! Country-wide network for the protection of the rights of LGBTIQ people* in 2016.



3. Exercises about LGBTIQ terminology, sensitivity and case management

3.1 Say it right ¹¹	
Objectives and topics	<ul style="list-style-type: none"> introduce and clarify terminology about the LGBTIQ community assess participants' previous knowledge and attitudes improve participants' ability to communicate efficiently with LGBTIQ clients
Targeted Professionals	This exercise is suitable for a variety of professionals with or without a specific role in hate crime responses (e.g. police officers, prosecutors, case workers, lawyers, victim support staff).
Timeframe	25 minutes
Group setup	Pairs, then plenary
Equipment and tools	<p>Handout named Say it right. If the handout is edited to fit all descriptions on one page, use A3 size paper for better visibility.</p> <p>Pens</p> <p>Small award – merch or sweets (optional, depending on type of audience)</p>
Instructions	<p>Explain that this exercise promotes inclusive communication, and helps participants to understand the upcoming topics of the training. Participants can work in pairs with the person sitting next to them, or in groups of three if someone does not have a pair. Participants receive the printed copy of translated definitions on the vocabulary table. They receive a separate list with terms. Trainers instruct them to write one term from the list after each definition on the other sheet in 10 minutes.</p> <p>When groups are ready, ask each pair to share the term related to the first definition. If someone is not correct, ask the participants if they agree and help to find the good solution. Proceed accordingly with each definition. Make sure to add comments and highlight for example the following clarifications:</p> <ul style="list-style-type: none"> sexual orientation and gender identity: highlight the difference between how a person identifies and who they are attracted to. Explain that for example a transgender person can have any sexual orientation.

¹¹ This exercise was adapted from a training developed by Háttér Society as part of the project *JUST EU: equality and justice for LGBTI citizens through strategic litigation* in 2023.



	<ul style="list-style-type: none"> clarify how to refer to transgender people: those who are transgender women were registered as men at birth, but identify as women and should always be referred to as women (and vice versa). Another example is a gay trans man: someone who identifies as a man and is attracted to men. transgender and intersex terms: highlight the difference between gender identity and sex characteristics intersex: explain that it is an umbrella term for different variations, dozens of medical conditions are included, some can be noticed at birth and some only at puberty or adulthood explain that asexuality is a spectrum explain that transition does not need to happen in a defined order and not every step is desired by each person <p>If the list is finished, ask the group which definition they found difficult and why. Were there any expressions that they did not know before or were unsure about?</p> <p>The group with the most correct results can receive a small reward.</p>
Online Adaptation	Share the instructions with the participants. Send the table with the definitions and the list of terms to them as an editable text file so that they can write or copy the chosen term to each definition. Set the breakout room function for 10 minutes and use it to divide the group in pairs. Proceed with the discussion in plenary as described above.

3.2 Decode the quote¹²

Objectives and topics	<ul style="list-style-type: none"> understand the experiences and needs of LGBTIQ survivors of hate crimes use short quotes to prepare participants for more in-depth exercises generate a discussion about LGBTIQ people's safety and security provide examples about the causes of underreporting
Targeted Professionals	This exercise is suitable for a variety of professionals with or without a specific role in hate crime responses (e.g. police officers, prosecutors, case workers, lawyers, victim support staff).
Timeframe	30 minutes
Group setup	Groups of 4-5 people, then plenary
Equipment and tools	Handouts with quotes from national interviews

¹² The concept and key questions of this exercise were adapted from the Council of Europe handbook: *Policing Hate Crime against LGBTI persons: Training for a Professional Police Response* (2017).



	Flipchart, pens
Preparation	<p>Trainers select 4-6 shorter quotes from the ENACT research interviews that they conducted with hate crime survivors (or professionals). The quotes can be the same ones that appeared in the National Reports, but they can also be quotes that have not yet been used for publicity purposes. Future trainers who were not part of the project can use quotes from the ENACT reports or other relevant national research.</p> <p>The selected quotes describe the experience and emotions of LGBTIQ hate crime survivors. Below you can find some examples of ideal quotes for the purpose of the exercise from the National Report of Italy:</p> <p><i>"my step-father came home angry (...) I was much taller than him and the last time he tried to beat me I defended myself and I was injured. I went to the emergency, they called the Carabinieri and from there started all the trial procedures. (...) The Carabinieri guaranteed me that I would have free legal aid and a public defender, but I was never assigned to anyone. (...) It has been very hard to take care of it because I was completely abandoned (...) I regret it because it took me out lots of energy and lots of money. It really drained me. If I had benefited from a public defender and support from the state, it would have been different."</i></p> <p><i>"I personally accompanied a transgender woman to make a complaint. I was shocked: even though she was very feminine, she still had a mixed passing, police officers all the time addressed her in masculine; So there was already this kind of violence. One of them also made comments that minimised the issue, stating, "and among you (LGBTIQ people), it is known that strange things are done" when we were reporting that she had been raped."</i></p> <p><i>"I was attacked just outside the house and the police reported me for fighting, the way I was treated it seemed I had lured him. At that moment I realised that the state was not protecting me, that the state did not consider me a citizen. It's as if we were second-class citizens."</i></p>
Instructions	<p>Divide the participants into groups of 4-5 people, and give a handout to each group. In 12 minutes, groups must read the quotes and share their thoughts about the following questions: 1. How do you think these experiences influence LGBTIQ persons' feelings of safety and security? 2. How do you think these experiences influence LGBTIQ persons' willingness to report hate crimes and incidents against them?</p>



	When returning in plenary, trainers prepare two flipchart papers (one for each question: 1. Feelings of safety and security, 2. Willingness to report). The groups must share their findings and trainers take notes on the two flipchart papers. Trainers then – if necessary – complete the ideas with research findings and conclusions from survivors' point of view.
Online Adaptation	Send the handout and the instructions as a text file in the chat of the online meeting before the exercise. Ask every attendee to download the file. Then send participants to four breakout rooms and give them 12 minutes to discuss the exercise. Proceed with the discussion in plenary.

3.3 Why them?¹³

Objectives and topics	<ul style="list-style-type: none"> • deepen participants understanding about the notions of intersex conditions and transgender identities, as well as the experiences of intersex and transgender people • increase participants' sensitivity about hate crimes targeting intersex and transgender people • open a discussion about the special protection needs of intersex and transgender people • become familiar with the work of EU-level advocacy groups
Targeted Professionals	<p>This exercise is suitable for a variety of professionals with or without a specific role in hate crime responses (e.g. police officers, prosecutors, case workers, lawyers, victim support staff).</p> <p>Previous knowledge requirement: This exercise is suitable for a group whose members can read and understand English. For groups whose members are not fluent in English, the handouts could be replaced by national handouts from other reports, or an own translation of OII Europe's and TGEU's work created with a graphic design tool.</p>
Timeframe	40 minutes
Group set-up	Four groups of 4-5 people, then plenary.
Equipment and tools	<p>Printed Handouts (Why them? 1. OII Europe; Why them? 2. TGEU)</p> <p>Printed list of questions</p> <p>Additional Handout (Council of Europe - Transgender-specific considerations) – optional</p>
Preparation	Print two copies of each handout. One of them includes an infographic created by OII Europe and presents statistics about violence targeting

¹³ Parts of this exercise were adapted from the Council of Europe handbook: *Policing Hate Crime against LGBTI persons: Training for a Professional Police Response* (2017).



	<p>intersex people, based on data from the 2023 EU FRA survey. The other one includes excerpts from infographics that illustrate similar data about transgender people, based on the same survey and created by TGEU.</p> <p>Additionally, print a list of the questions that you ask the group (examples below) in your national language.</p> <p>Trainers can read the optional handout: Council of Europe – Transgender-specific considerations, and rely on the key points raised in it when completing the presentations and moderating the discussions.</p>
Instructions	<p>At the start of the exercise, divide the participants in four groups. Two groups will receive the infographic from OII Europe, while the other two groups will receive a printed copy of the illustrations of TGEU. Before starting the exercise, repeat a few insights from your previous presentation or the exercise including definitions if you used it. Make sure that all participants understand what intersex conditions and transgender identity are, and can clearly make a distinction between the two groups.</p> <p>Ask participants to spend 15 minutes to review and discuss the statistics presented to them in the handouts in the four groups. Tell them to identify a spokesperson at the beginning, who will later present their main ideas to the other groups. Together, they must reflect on what the data tells them about hostility and violence against either intersex or transgender people. They must also gather ideas about why these people become a target of violent incidents. How do perpetrators identify them? Why do perpetrators have a bias-motivation? From where did they get information that makes them hostile? In what situations and venues can such incidents occur? Where do you think that they are the most common?</p> <p>After the time for group discussion is over, return to plenary. One of the groups who had the handout from OII Europe must present the summary of the content of their infographic, as well as their tentative answers to the list of questions. If none of the two groups volunteer to start with this part, trainers can choose one. The other group who had the same task must then complete their findings, if they had additional ideas. The trainer gives feedback to the collected ideas, explaining whether the answers that the groups provided are accurate, and completing their presentation with other examples and facts if necessary. The same presentation and feedback exercise must be repeated by the two other groups and the trainer.</p> <p>If the group consists of police officers, trainers can print copies of the</p>



	<p>Council of Europe – Transgender-specific considerations handout, and give an extra 10 minutes to participants to read it. The group can then reflect on whether there is any information in the text that they did not think about in their presentation, instead of the trainer giving them the additional information.</p> <p>At the end of the exercise, explain briefly what other work OII Europe and TGEU generally do and recommend their websites for further reading.</p>
Online Adaptation	<p>Copy the handouts and the instructions in one file, and name OII Europe's work "Breakout room 1 and 2" and TGEU's work "Breakout room 3 and 4" within it. In the session, send the file in the plenary chat and ask participants to download it. Highlight that the image that they will need to analyse is the one with a name that corresponds to their breakout room number. Make sure to ask participants to choose a spokesperson during their breakout room discussion to speed up the process. The presentations and the follow-up discussions are to be done in plenary after returning from the breakout rooms.</p>

3.4 Safe spaces¹⁴	
Objectives and topics	<ul style="list-style-type: none"> • initiate a reflection about spaces where LGBTIQ people can feel safe • raise awareness about the omnipresence of threats to LGBTIQ people • increase the group's empathy towards LGBTIQ people • create space for discussions about how professionals can make these spaces safer in their fields • highlight the differences between LGBTIQ people that do or do not have other protected characteristics (for example, ethnicity)
Targeted Professionals	<p>This exercise is suitable for a variety of professionals with or without a specific role in hate crime responses (e.g. police officers, prosecutors, case workers, lawyers, victim support staff).</p>
Timeframe	40 minutes
Group setup	Plenary
Equipment and tools	Two cards saying "not safe at all" and "fully safe" or "1" and "10"

¹⁴ This exercise was adapted from the handbook *Q-Learning: Training Materials on LGBTIQ+ Issues*, published by Rosalila PantherInnen and Hättér Society in 2024.



Preparation	<p>Trainers create a list of 6–8 spaces or events where LGBTIQ people could feel more or less safe in their country. They can also add some spaces where their former clients or interview participants experienced hate crimes for example.</p> <p>List of spaces (examples):</p> <ul style="list-style-type: none"> • a festival • an average high school in the countryside of your country • a workplace in which hostile comments are made to LGBTIQ people, and the boss does not react to them • an average bookshop • the waiting room of a medical clinic • an average workplace in the public sector • an average club or bar in your capital city • a train station in the countryside of your country • a train in your capital city • a football game
Instructions	<p>Similarly to the “Where do you stand?” exercise, trainers place the two cards to two different extremes of the room.</p> <p>Trainers then explain the exercise: participants should decide how much they find a community event or public space safe for LGBTIQ people. They must position themselves on an imaginary scale from 1 to 10 based on their opinion.</p> <p>Trainers read the elements from the list of spaces one by one. When participants form a line after a space has been announced, trainers should ask a few of them why they chose a specific point on the scale. They can choose people from the two extremes on the scale, or people who seem to have a differing opinion. Participants can discuss and or debate their opinions, and trainers must add new perspectives to the discussion if necessary, to raise awareness about the safety concerns of LGBTIQ people and reflect about how it could be improved in general, or by the training participants themselves, based on their occupation profile.</p> <p>After the first part of the exercise, ask participants if their evaluation would change regarding any of the above venues if the LGBTIQ people in question would have another protected characteristic, for example race, ethnicity or disability. Would for example an LGBTIQ person of Roma or migrant background feel less safe in some places than another LGBTIQ person? Spend 10 more minutes to discuss the impact of intersectionality on sexual and gender minorities’ perception and experiences of safety.</p>



Online Adaptation	You can implement this exercise in the plenary meeting room, using the scale option of an online survey tool. After sharing the link to the survey, ask the participants to rate each statement from 1 (not safe at all) to 10 (fully safe) according to their opinion and knowledge. Keep sharing the online survey results on the screen while discussing the answers. As participants' individual choices are not visible in this case, use these or similar questions to guide the discussion: Is anyone surprised by the overall results? If yes, why? Does anyone note that their rating of (name of the place) varied significantly from the average? Why do you think that others voted differently? Why do you think that (name of the place) was rated as the safest/the least safe? How could this be improved?
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3.5 The language of respect¹⁵	
Objectives and topics	<ul style="list-style-type: none"> improve the use of correct vocabulary of professionals highlight problematic terms and the alternatives to be used instead build inclusive communication skills
Targeted Professionals	This exercise is particularly important for professionals who are in direct contact with victims, e.g. lawyers, case workers, police officers, victim support staff.
Timeframe	20 minutes
Group setup	Plenary
Equipment and tools	Two cards saying "appropriate" and "offensive"
Instructions	<p>Use the opinion scale method to assess participants' views. Place the two cards to the two extremes of the room. Tell participants to stand on one point of the scale according to how much they find a statement or practice appropriate or offensive towards an LGBTIQ person.</p> <p>Then use the list of statements below and read one statement at a time. After each round, ask a few participants about why they chose a certain point on the scale. To highlight inclusive communication practices, complete their arguments with remarks from the potential considerations sections below.</p> <p>List of statements and potential considerations:</p> <p>1. Case managers refer to a transgender victim using their old name.</p> <p>Potential consideration: In the LGBTIQ subculture, using the old name of</p>

¹⁵ This exercise was adapted from the handbook *Q-Learning: Training Materials on LGBTIQ+ Issues*, published by Rosalila PantherInnen and Hättér Society in 2024.



a transgender person is referred to as deadnaming and counts as a seriously impolite gesture. Numerous traumas and unpleasant experiences can be attached to this name, which does not match the identity of the person. While it can happen during a judicial process that case managers learn the old name of a transgender victim, they should respect their identity, and use their preferred name when speaking to or about them.

2. A lawyer refers to their transgender client as someone who was a man and became a woman.

Potential consideration: Most transgender people feel since their childhood that they cannot fully identify with the sex assigned to them at birth. Because of this, most transgender women do not feel that they “used to be a man”, so it can be offensive for them to be referred to as such.

3. A non-binary person speaks about their identity to a victim support officer, who answers that they have never heard about that before.

Potential consideration: While open communication is important between support officers and their clients, it is important what affirmations follow this statement. Since crime victims are already in a vulnerable situation, there is an increased need to care about their emotional wellbeing. In order not to enhance the victim’s feeling of marginalisation, it is important for support officers to express that while they do not have enough previous knowledge in the topic, they will look into this topic and are open to take steps to understand the specific needs of their client.

4. A woman starts her report at a police station by explaining that she was walking with her boyfriend when they came across her ex-girlfriend. The police officer asks her to clarify if used to be lesbian.

Potential consideration: The above question seems to indicate that the police officer does not know about bisexual identities or does not acknowledge their existence. For this reason, it can be offensive towards the client to receive this question. Furthermore, naming a sexual orientation is primarily a means of self-identification, that helps someone to find the word that best describes what they feel about themselves. Therefore, it is not always recommended to look for labels to categorise other people. It is better to ask the client how they would describe their sexual orientation.

5. Using the word transsexual

Potential consideration: Some people describe their gender identity as transsexual, while the term transgender is more common. Since the



	<p>term transsexual is most used in medical contexts, it can be alienating. Furthermore, terms ending by ‘-sexual’ usually refer to sexual orientation, which is not the case when it comes to trans people. Therefore, it is advised to pay attention to what word a client uses to describe their identity, or ask them about it.</p> <p>6. Using the word transvestite</p> <p>Potential consideration: Transvestite is a rather outdated word to describe men who sometimes dress up in women’s clothing, but do not identify as women. Today the term crossdresser is preferred to describe this behaviour. Some people – wrongfully – refer to transgender people as transvestites, which is quite offensive, since it denies that being transgender is more than changing outfits or appearance.</p> <p>7. Using the word hermaphrodite</p> <p>Potential consideration: Hermaphrodite is a Greek word, originating from the name of a mythological figure: Hermaphroditos was the child of the gods Hermes and Aphrodite who turned into a person with two genders. Since the original word refers to this mythological figure and is also used to denominate plants and animals, it is not appropriate to use it for people. The term intersex is advised instead.</p>
Online Adaptation	<p>You can implement this exercise in the plenary meeting room, using the scale option of an online survey tool. After sharing the link to the survey, ask the participants to rate each statement from 1 (offensive) to 10 (appropriate) according to their opinion and knowledge. Keep sharing the online survey results on the screen while discussing the answers. When evaluating the results, go through each statement one by one. Choose a different participant in each case to add comments to the results. Let others complete these remarks, and add some elements from the trainers’ considerations if necessary.</p>



4. Exercises for specific professional groups

4.1 Beyond one area	
Objectives and topics	<ul style="list-style-type: none"> • LGBTIQ hate crimes and their interrelatedness with different areas of law • help legal professionals connect their previous knowledge with real-life examples in different areas of law • use participants' creativity and imagination • improve legal skills
Targeted professionals	Legal professionals (legal advisors, lawyers, prosecutors, judges).
Timeframe	45 minutes
Group setup	Four groups of 4–5 people, then plenary
Equipment and tools	Printed names of areas of law on cards, case study examples provided by trainers
Preparation	Trainers should prepare a short case description within the topic of anti-LGBTIQ hate crimes, that could relate to Family Law, Criminal Law, Property Law or Labour Law. They will only need these examples if it is difficult for the groups to find an own example.
Instructions	<p>Use four or more cards with one area of law written on each, such as:</p> <ol style="list-style-type: none"> 1. Family Law 2. Criminal Law 3. Property Law 4. Labour Law <p>Divide the participants into groups of 4–5 people, and ask each group to pick a card (without knowing its content).</p> <p>Participants will have 15 minutes to think about a fictional case within the topic of anti-LGBTIQ hate crimes, that could relate to the given area of law. Besides agreeing on the details of the fictional case, they should explain why they found it relevant. They should also identify a spokesperson at the beginning who will present their example to the other groups.</p> <p>In plenary, groups must present each example. The trainer will react to the presentations and explain whether the given example and its reasoning were possible in real life and correct. The trainer will also add more information on how that area of law can be involved in an anti-LGBTIQ hate crime case in the given country, and if they know of</p>



	<p>real-life examples, they will mention some of them.</p> <p>In case the groups find it hard to come up with an example, trainers can give an example to each group, whose task will be to discuss how that example relates to the given area of law.</p>
Online adaptation	<p>Share the breakout room instructions in the chat and on a slide in advance. Share which group will work on which area (e.g. Breakout room 1 – Family Law, ...). Divide the participants randomly in 15 minute breakout groups of 4–5 people. Using the trainers' view, enter each group briefly to verify if they are working on the correct topic. Reconvene the plenary when the time is over and discuss the examples and the additional information.</p>

4.2 Human rights in action

Objectives and topics	<ul style="list-style-type: none"> • provide information on how the European Convention on Human Rights applies to hate crime (Article 3 <i>prohibition of inhuman or degrading treatment</i> or Article 8 <i>respect for private life</i> in conjunction with Article 14 <i>prohibition of discrimination</i>) • promote the litigation of hate crime cases at the European Court of Human Rights (ECtHR) • improve the identification of hate crimes • discuss the efficiency of hate crime prosecution in your country • understand the problem of under-classification of crimes and identify potential strategies to avoid it • improve participants' legal skills
Targeted Professionals	<p>Legal professionals (legal advisors, lawyers, prosecutors, judges). If the target audience does not have previous knowledge about the functioning of the ECtHR, start with a short presentation about it, highlighting the relevance of its work to tackling hate crimes.</p>
Timeframe	40 minutes
Group setup	Three groups of 6–7 people, then plenary
Equipment and tools	<p>Human rights in action handouts</p> <p>Flipchart paper, pens</p>
Instructions	<p>Divide the participants in three groups of 6–7 people. Give a handout with a separate case study to each group.</p> <p>Give the groups 12 minutes to identify a spokesperson at the beginning, then read the case and identify the answers to the following questions:</p>



	<ul style="list-style-type: none"> • Why was the applicant not satisfied with the prosecution of the crime? • What was the decision and the main reasoning of the ECtHR? • What could local authorities have done differently to avoid the breach of the European Convention on Human Rights? <p>In plenary, ask each group to present their answers. If necessary, help them to summarise the case and its key take-aways. Let other groups ask questions about each case.</p> <p>Building on the topic of the case study, bring in the following questions to analyse the national context of your country:</p> <ul style="list-style-type: none"> • Could you imagine that the authorities of your country commit similar procedural shortcomings? Why, why not? • Are bias motives (hate crime elements) in general sufficiently taken into account in your country? • Do you know of any case in your country when bias motives (hate crime elements) have been ignored during the prosecution of the case? If yes, what happened? Did the shortcoming have any (legal) consequences? • What steps could be taken in your country and by which institutions to sufficiently take into consideration the hate crime elements of a crime? Have you already been part of any initiatives to address the mis-qualification or under-qualification of hate crimes? <p>If necessary, provide examples of your work to complete or replace the input of your audience. Other interactive tools (for example collecting the answers in an online survey tool and sharing the results on a screen) can be used to encourage participation.</p>
Online Adaptation	<p>Name the case studies in your file "Case study for breakout room 1.", "Case study for breakout room 2.", etc. Share the summary of the instructions and the list of case studies in the chat in one file, and ask participants to download it. Highlight that each group will only work on one case study that corresponds to their breakout room number. Divide the participants in three breakout rooms for 12 minutes. Using the trainers' view, enter each group briefly to verify that they are working on the correct case study. When the time is over, continue the discussion of the cases and further questions in plenary.</p>



4.3 Parallel perspectives¹⁶	
Objectives and topics	<ul style="list-style-type: none"> • improve police officers' awareness about stereotyping • increase empathy of police officers towards LGBTIQ persons via recognition of shared experiences • discover ways in which stereotypes can influence police work • explore strategies to tackle stereotypes in police work • improve participants' emotional skills
Targeted Professionals	Police officers on different levels (patrol officers, report takers, police chiefs).
Timeframe	30 minutes
Group setup	Four groups of 4-5 people, then plenary
Equipment and tools	Cards with the description of stereotypes to work on Flipchart paper, pens
Instructions	<p>Divide the group in four and provide an individual working area to each of them. Ask each group to pick one card, and not to share it with the other group. Give 10 minutes to the groups to discuss the topic contained in the card. The cards contain the following stereotypes:</p> <ul style="list-style-type: none"> • negative stereotypes about LGBTIQ persons; • negative stereotypes about the police; • positive stereotypes about LGBTIQ persons; • positive stereotypes about the police. <p>Monitor the conversations carefully and be prepared to step in if one of them becomes disrespectful. Remind the group that diverse examples and ideas are welcome, but they should stay within the limits of polite and professional discourse.</p> <p>Return to plenary after the group discussions, and ask each group to present their examples of given stereotypes. Trainers write examples down on flipchart papers. Start with negative then positive stereotypes about LGBTIQ people, then move to stereotypes about the police.</p> <p>Ask the following questions from the group:</p> <ul style="list-style-type: none"> • Do stereotypes provide an accurate description of the members of social groups? • Did stereotypes ever impact you as a police officer during your work? If yes, how? • How can stereotypes impact LGBTIQ people in your opinion?

¹⁶ This exercise was adapted from the Council of Europe handbook: *Policing Hate Crime against LGBTI persons: Training for a Professional Police Response* (2017).



	<ul style="list-style-type: none"> How can stereotypes impact LGBTIQ victims of hate crimes in your opinion? <p>Then ask the participants to think about the context of their own work. Collect insights about risks that are at stake if police officers engage in stereotyping. Provide some examples to encourage participation if necessary.</p>
Online Adaptation	<p>If possible, implement this exercise with the help of assistant trainers. Assign one of the four discussion topics to each trainer. Share the instructions with the participants, without mentioning the topics. Set up four breakout rooms for 10 minutes, and assign one trainer to each group. After setting them up, trainers should share the topic of the breakout room with their smaller group and help to monitor and if needed, moderate the discussion. Continue the exercise as described above after returning to plenary.</p>

4.4 Time to evaluate¹⁷	
Objectives and topics	<ul style="list-style-type: none"> introduce the notion of bias indicators and different bias indicators facilitate the use of bias indicators in real life improve the recognition of hate crimes improve participants' legal skills
Targeted Professionals	Law enforcement and justice professionals (e.g. report takers, detectives, prosecutors, judges).
Timeframe	45 minutes
Group setup	Four groups of 4-5 people, then plenary
Equipment and tools	Time to evaluate handouts, pens Flipchart paper
Preparation	Prepare four separate cards with case studies and four evaluation sheets. Keep the solution sheet for yourself. Look for the legal qualification of each case according to the legislation in your country, and modify the solution sheet accordingly.

¹⁷ This exercise was adapted from a training developed by Háttér Society as part of the project *JUST EU: equality and justice for LGBTI citizens through strategic litigation* in 2023.



Instructions	<p>Present the function and types of bias indicators that should guide professionals to identify hate crimes if this was not included in your earlier presentation(s).</p> <p>Divide the participants into groups of 4–5 people. Give a card with one case study and an <i>Evaluation sheet</i> and pens to the groups. Explain that in 10 minutes, they must read the case study and tick the box of each bias indicator that they find relevant in the case. In the next column, they must briefly state which circumstance of the case they identified as the given bias indicator. Additionally, participants must identify the protected characteristic and provide the appropriate legal qualification of the incidents.</p> <p>Return to plenary and ask the four groups to share their case study, the list of indicators and their guesses. Share the correct solutions with the group. Ask the group if any of the indicators you mentioned were unexpected or less evident for them. Let the participants comment on each other's work.</p>
Online Adaptation	<p>Name the case studies in your file "Case study for breakout room 1.", "Case study for breakout room 2.", etc. Share the summary of the instructions, the list of case studies and evaluation sheets in an editable format in the chat in one file, and ask participants to download it. Highlight that each group will only work on one case study that corresponds to their breakout room number. Divide the participants in four breakout groups for 10 minutes. Using the trainers' view, enter each group briefly to verify if they are working on the correct case study. Reconvene the plenary when the time is over and discuss the examples and the additional information.</p>

4.5 Measures that matter¹⁸	
Objectives and topics	<ul style="list-style-type: none"> • introduce the notion of specific protection needs and special protection measures • raise awareness about the circumstances that can indicate the necessity of special protection measures • improve participants' legal skills
Targeted Professionals	Victim support officers, police officers.
Timeframe	40 minutes
Group set-up	Three groups of 6–7 people, then plenary

¹⁸ The list of potential measures was adapted from an exercise developed by Háttér Society as part of the project *JUST EU: equality and justice for LGBTI citizens through strategic litigation* in 2023.



Equipment and tools	papers, pens Flipchart paper
Preparation	Change or complete the lists of measures and circumstances according to your country's policies and legislation.
Instructions	<p>Ask the participants to work in groups of 6–7 people. Give papers and pens to the participants.</p> <p>Assign one category to each group:</p> <ul style="list-style-type: none"> • Personal characteristics • Type of crime • Circumstances of the crime <p>Give 10 minutes to the groups to identify circumstances that can justify special protection measures for their given category.</p> <p>In plenary, ask the groups to present their ideas and write the correct answers on three flipchart papers. Complete their ideas using the adapted version of the following list:</p> <ol style="list-style-type: none"> 1. Personal characteristics: <ul style="list-style-type: none"> • gender • gender identity • sexual orientation • age • disability • etc. 2. Type of crime: <ul style="list-style-type: none"> • forced labour, human trafficking • hate crime • organised crime • domestic violence • sexual violence • child abuse or crime endangering the best interests of the child • terrorist act 3. Circumstances of the crime: <ul style="list-style-type: none"> • personal relationship with the accused • the accused has previously harmed the victim • the victim fears future harm • other <p>As a second part of the exercise, give 10 minutes to the groups to collect special protection measures that can be applied as a consequence to</p>



	<p>each circumstance on the list of their previously assigned group.</p> <p>When returning to plenary, ask the groups to present their ideas again. Complete their ideas with special protection measures from the adapted version of the following list:</p> <ul style="list-style-type: none"> • confidentiality of address and contact details • confidentiality of name • personal delivery of documents to the recipient • avoiding appearance at domicile • avoiding facing the accused • avoiding meeting the accused • removing the accused from trial • ordering closed trial • exclude press from trial • preventive separation • restraining order • special protected witness status • granting personal protection • providing protected shelter • Protection Program • presence of a support person during interrogation • written testimony • recording testimony • remote hearing • legal representation • emotional support • immediately financial aid • damage compensation • connection with civil society organisation • other
Online Adaptation	<p>Send to the online meeting chat the summary of instructions, including that breakout room 1. will work on “personal characteristics”, breakout room 2. will work on “type of crime”, and breakout room 3 will work on “circumstances of crime”. Set the three breakout rooms for 10 minutes. Enter each breakout room briefly to verify if they are working on the correct topic. Discuss the results in plenary, take notes from the discussion, and send the notes in the group chat. Explain that groups will need to use the notes for the second half of the exercise, then set up the breakout rooms again.</p>

4.6 Steps to take



Objectives and topics	<ul style="list-style-type: none"> • simulation of a legal counsellor role in relation to LGBTIQ clients • share knowledge about potential steps in the management of hate crime cases • learn how to identify clients' needs • improve participants' legal and emotional skills
Targeted Professionals	Legal aid service, victim support services, report takers.
Timeframe	45 minutes
Group setup	Four groups of 4-5 people, then plenary
Equipment and tools	Handouts with national case studies (to be prepared by trainers), pens, solution sheets for trainers
Preparation	<p>Write four detailed case studies (around 200 words) from your own national context, about victims or potential victims of an anti-LGBTIQ incident. If possible, include real life examples of incoming requests from clients to a legal aid service or similar. While some cases can involve victims of hate crimes, others can be less relevant requests (for example, the incident is not related to their SOGIESC characteristics, or they face a mental health problem and not a legal problem).</p> <p>Select cases that were unclear or showed signs of typical difficulties, such as: the client was not aware of legal definitions and could not precisely categorise the case; the client emphasised their emotional reactions over factual details; the message was drafted with a sense of urgency, despair or confusion; and so on. While the aim is to provide messages that are challenging to analyse, they should still have a clear solution, definition, and identifiable follow-up steps. Trainers are advised to work in advance to provide guidance for the analysis of the case and be ready to answer additional questions.</p>
Instructions	<p>Divide the participants to groups of 4-5 people, and give each of them a different case study description with space for notes.</p> <p>Give 12 minutes to the participants to answer the following questions about the one case they receive:</p> <ol style="list-style-type: none"> 1. How would you summarise the case? 2. What are the needs of the client? 3. What potential steps could be taken in the case? 4. What steps and advice would you recommend to the client? <p>In plenary, ask each group to present their interpretation about the given case. After each presentation, ask if other groups would like to add complementary or contrary remarks. Then provide the trainers' solution and answers, and ask if anyone has further questions related to them.</p>



Online Adaptation	Name the case studies in your file "Case study for breakout room 1.", "Case study for breakout room 2.", etc. Share the summary of the instructions and the list of case studies in one file in the chat, and ask participants to download it. Highlight that each group will only work on one case study that corresponds to their breakout room number. Divide the participants in four breakout groups for 12 minutes. Using the trainers' view, enter each group briefly to verify if they are working on the correct case study. Reconvene the plenary when the time is over and discuss their proposed steps.
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4.7 Needs to tackle¹⁹	
Objectives and topics	<ul style="list-style-type: none"> • raise awareness about the group-specific root causes of underreporting • highlight the importance of victim-friendly police intervention • discuss the specific needs of LGBTIQ victims, including considerations about intersectionality • improve participants' emotional skills
Targeted Professionals	Patrol officers, report takers, victim support staff.
Timeframe	20 minutes
Group setup	Five groups of 4-5 people, then plenary
Equipment and tools	Flipchart, pen, group cards
Preparation	Trainers can modify the content of the cards and add sub-groups that they find important in the context of hate crime reporting in their country.
Instructions	<p>Divide the participants into five groups. Ask each group to pick a group card. Each group card should have one expression on it from the following list:</p> <ul style="list-style-type: none"> • transgender people • intersex people • lesbian, gay or bisexual people • LGBTIQ people living with a disability • Roma LGBTIQ people <p>Give 8 minutes to the groups to write their answers to the questions below on a flipchart paper. Ask them to choose a spokesperson at the</p>

¹⁹ This exercise was adapted from a former training by Háttér Society.



beginning who will present their answers in plenary.

- What circumstances can make it hard for this group to report a hate crime?
- What can be the obstacles for police officers to cooperate with members of this group? What should officers pay attention to when communicating with them?
- What methods can be used to enhance the trust of members of this group towards an officer?

Ask the spokespersons of the groups to present their answers in a maximum of 3 minutes.

After each presentation, discuss:

- The circumstances that are common to each group and the circumstances that differ.
- Did the groups provide methods to remove communication barriers? If not, use the remaining time to come up with solutions in the plenary discussion.
- Draw participants' attention to the following factors causing underreporting:
 - lack of knowledge of relevant legislation,
 - general distrust towards the police,
 - fear of prejudicial behaviour from police officers,
 - underestimating the severity of an attack ("they happen to anyone", "they are part of minorities' lives"),
 - fear of retaliation from perpetrators,
 - shame,
 - fear of revealing sexual orientation, gender identity, or sex characteristics.
- If not sufficiently highlighted by participants, explain how intersectionality impacts victims needs and reporting barriers

To enrich the discussion by general considerations about victim support, trainers can rely on the following recommendations:²⁰

1. Focus on asking questions about the context of the event and not about the victim's identity and private life (unless it is necessary because of the nature of the crime).
2. Remember the victim's perspective: Reactions to hate-crime and violence in general can be different depending on the person. Victims of hate-based abuse and violence often experience trauma and extreme anxiety even if no physical harm was involved. Unlike an ordinary crime, hate crimes can affect victims deeply

²⁰ Source: Lambda Warszawa & Galop UK: *Hate Crimes against LGBTI persons: Training on Reporting and Victim Support*. 2018.



	<p>because it targets their identity or personality. Combining that with trauma and anxiety caused by the violence itself, a victim might be left feeling helpless and losing a sense of security and have a constant feeling of danger as their identity is something they carry with them constantly. Ongoing criminal procedures can be another great stressor for victims, sometimes so powerful that the victim does not want to cooperate with any party involved, even if they are doing all that is in the interest of the victim and the society as a whole. The victims in a criminal procedure are under stress because they are expected to talk about the experienced violence and to be challenged on their account of events (often repeatedly during the criminal procedure), leading to a feeling of secondary victimisation. Experiencing a traumatic event can cause physical, emotional, or psychological harm, regardless if bodily injuries occurred during the attack. In more serious situations, an acute stress disorder can be developed. Even though victims' reactions to traumatic experiences are individual and therefore can be different, they can be grouped into several categories.</p> <p>3. Most of the victims' reactions are combinations of these categories:</p> <ul style="list-style-type: none"> • Emotional reactions – fear, shame, anxiety, helplessness, insecurity, sadness, depression, a feeling of losing control, panic attacks, feeling guilty, distrust in other people, oversensitivity, constant changes of mood, and other intense emotional reactions • Physical reactions – dizziness, body tremors, muscle tensions, psychomotor disturbances, sweating (particularly palms), headaches, high sensitivity to light exposure, feeling cold in lower body (particularly in feet), heart palpitations, high blood pressure, low blood sugar, digestive problems, hyperarousal, difficulty speaking, difficulty breathing, various stages of shock. • Behavioural reactions – reticence: refusing communication, isolation, crying, aggression, verbal outbursts, impatience, drug or alcohol abuse, self-harm, suicide attempt. • Cognitive reactions – disorientation, confusion, difficulty with concentration, difficulty speaking, forgetfulness, distraction.
Online Adaptation	<p>Send one file with the questions and the group division, e.g. "Breakout room 1. – transgender people", "Breakout room 2. intersex people"... to the online meeting chat. Set the three breakout rooms for 8 minutes. Enter each breakout room briefly to verify if they are working on the correct topic. Let the groups present their answers and continue the discussion in plenary.</p>



4.8 Investigation map²¹	
Objectives and topics	<ul style="list-style-type: none"> • identify the key actors that take part in a potential hate crime investigation process • delineate the work of different law enforcement bodies • raise awareness about the role of the media and local communities in investigations • increase the cooperation between public entities and civil society organisations • model the flow of information between different actors
Targeted Professionals	Investigators, law enforcement professionals.
Timeframe	45 minutes
Group setup	Individually, then groups of 4-5 people, then plenary
Equipment and tools	Larger piece of paper, pens, post-its, blue tack
Instructions	<p>Every participant receives 6 post-its. The trainer instructs them to write the name of an actor who has any role in a hate crime investigation, emphasising that less evident actors who intervene indirectly or are at different levels of law-enforcement should also be included, mentioning a few examples to clarify (the mentioned actors cannot be put on post-its). They have 5 minutes to write an actor on each post-it.</p> <p>Each participant should present their six actors. Trainers stick the post-its on a larger piece of paper on the wall, modelling the time of intervention of the actors from left to right, and grouping actors with a similar role or from the same institution together.</p> <p>Trainers summarise the type of actors identified and highlight main points on the 'map'. They complete the list with important actors if they have not been mentioned. List of actors should be identified by each trainer in their national contexts, but they could include the following: report receiver, patrol officer, phone line responder, officer on duty, police captain, local detective, local chief or deputy chief of police, prosecutor, judge, legal representative, victim support service, victim, witness, defender, victim's relative or friend, civil society support or advocacy service, police spokesperson, media, far-right media, politicians, health care institution.</p>

²¹ This exercise was adapted from a former training by Háttér Society.



	<p>In groups, participants should identify the actors from the map that have the most crucial role in assuring a sufficiently serious legal decision and correct qualification of a crime. They have 10 minutes to think about who can support or weaken the prosecution process.</p> <p>In plenary, groups should present their evaluation of actors and explain their choices. Trainers + and - signs next to the name of actors on the map, to reflect the opinion of groups about important supporting or weakening actors. If groups have different opinions of an actor, they should present their arguments. Trainers should draw a circle around the most important actors based on groups' feedback.</p> <p>In plenary, draw arrows between different actors to portray information flows during the process. Try to identify points where information flows are imperfect, and discuss what could hinder effective communication.</p>
Online Adaptation	It is advised to use this exercise in person, due to its complexity. If trainers find it very relevant for their target group but do not have the opportunity to organise in-person sessions, they can use an online whiteboard with post-its to illustrate the exercise.

4.9 Investigation plan²²	
Objectives and topics	<ul style="list-style-type: none"> • learn how to transform hate crime indicators into data collection activities and interview questions • emphasise the importance of planning for a police interview
Targeted Professionals	Investigators, law enforcement professionals.
Timeframe	35 minutes
Group setup	Four groups of 4-5 people, then plenary
Equipment and tools	Flipchart paper, pens, 4 national case studies printed on pieces of paper
Preparation	Trainers prepare existing or realistic case studies from their home country about potential anti-LGBTIQ hate crimes.
Instructions	<p>Trainers divide the participants in groups. Each group receives a case study printed on a piece of paper. Trainers remind participants of the bias indicators at the beginning of the exercise, that include:</p> <ul style="list-style-type: none"> • Victim or witness perception • Comments, written statements and gestures, • Involvement of organised hate groups or their members

²² This exercise was adapted from a former training by Háttér Society.



	<ul style="list-style-type: none"> • Location and timing • Patterns or frequency of previous crimes or incidents • Nature of violence • Lack of other motives <p>Ask the groups to identify a spokesperson at the beginning who will present their findings in plenary. Groups have 15 minutes to prepare an investigation plan about their case study, including:</p> <ul style="list-style-type: none"> • who should be interrogated and in which order; • what main questions they would pose to witnesses (with exact wording); • what other investigative action besides interviews must be initiated. <p>Ask the spokesperson of each group to summarise their plan in maximum 5 minutes in plenary. A few minutes discussion follows each presentation. Trainers provide feedback about the feasibility of plans and add important steps that might be lacking.</p>
Online Adaptation	<p>Paste the case studies in one file, naming each with the number of a group. Share the file and the instructions in the group chat, and explain that each group will work on one case study. Set up breakout rooms for 15 minutes. Upon returning, groups can present their findings in plenary as described above.</p>

4.10 Restorative justice

Objectives and topics	<ul style="list-style-type: none"> • introduce the topic of restorative justice • build knowledge about the methods of restorative justice • seek examples from participants' experience • compare the positive outcomes and potential risks of restorative justice methods
Targeted Professionals	Justice professionals.
Timeframe	45 minutes
Group setup	Plenary, then four groups of 4-5 people
Equipment and tools	<p>Handout named Restorative justice</p> <p>Paper and pen to take notes</p>
Preparation	<p>Complete the Restorative justice handout with practices and testimonies from your country if they are available.</p> <p>Check if subtitles for the following video are available in your language: https://www.youtube.com/watch?v=KLPZy2wW-x8&t=238s</p> <p>If not, look for an option to create subtitles, look for another video, or</p>



	<p>prepare a brief summary based on it.</p> <p>For example, the following video is a good alternative for trainings in Spanish: https://www.youtube.com/watch?v=XNyVzvtBO4</p>
Instructions	<p>Watch the above video together or present an alternative to the group.</p> <p>In plenary, discuss what participants think about restorative justice and what their reactions are to the video.</p> <p>Then divide the group in four smaller groups, and give them the first part of the handout “1. Types of restorative justice”. Give 10 minutes to the groups to identify a spokesperson first and then discuss the following questions about the methods on the list:</p> <ul style="list-style-type: none"> • Which of these practices have you heard of before? • Which of them are used in your country? • Which of them would probably work or would probably not work with your clients? • Which ones do you find too risky? • Which ones would you like to try? <p>In plenary, give 2 minutes to each group to summarise their discussion about the methods.</p> <p>Set a timer again for another group discussion in 10 minutes, and ask the groups to choose another spokesperson at the beginning. Two groups will read and summarise the second part of the handout “2. Process Outcomes”, while the two remaining groups will discuss the third part “3. Process risks”. Besides understanding and summarising the texts, groups will have the task to add previous experiences or examples related to their topic if they have any.</p> <p>When returning to plenary, the trainer asks one group that worked on the second part of the handout to present their summary and additional considerations. The other group that worked on the same topic is asked to complete their presentation if they have additional input. The two other groups will present the third part of the handout in a similar way. Participants can react to the summaries of the other groups and ask questions. If they are less active, trainers are encouraged to ask questions.</p>



Online Adaptation	<p>Screenshare the video or present an alternative at the beginning of the exercise. Then share the whole handout in one file in the meeting chat and ask participants to download it. Explain that everyone needs to discuss the first set of questions and set the first breakout rooms. Discuss the results in plenary, then assign two groups to the second, and two groups to the third part of the exercise. Set up the same breakout rooms for another ten minutes and then return to plenary to finalise the discussion.</p>
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4.11 Mind your balance	
Objectives and topics	<ul style="list-style-type: none"> • provide tools for stress management, emotional wellbeing and burnout prevention on an individual and an organisational level • enhance communication about mental health needs at the workplace
Targeted Professionals	This exercise is useful in different contexts. It is most targeted at professionals who work in the field of victim support or interact with victims in their daily work.
Timeframe	30 minutes
Group setup	Two bigger groups, then plenary
Equipment and tools	<p>Handout named <i>Mind your balance</i></p> <p>Two cards with "1" and "10" written on them</p>
Instructions	<p>Use the opinion line methodology to assess participants' needs and attitudes about burnout and resilience. One side of the room is marked with a "10" on a piece of paper, while the other side is marked with a "1". First, ask how participants feel about their burnout level in their daily work (from 1-10). They should stand on an imaginary number on the scale according to their response. Second, ask how much they think they have enough personal tools and strategies to be resilient. Third, ask how much they think that their workplace works on improving their resilience and decreasing their burnout. After each question, ask a few participants to explain why they chose a certain position.</p> <p>After the warm-up phase of the exercise, ask who has a leadership position in their workplace, and who is an 'average' employee. Then, divide the participants into two groups accordingly. If all professionals belong to only one of these two groups, two groups of equal size must work on the same set of questions.</p> <p>Give the "Leadership" and "Employees" handout to the corresponding groups. They must identify a spokesperson at the beginning and then</p>



	<p>have 15 minutes to discuss the following questions:</p> <ul style="list-style-type: none"> • Have they applied any of the methods listed on the handouts? • If yes, which one? What was their outcome? Did they find the method useful? Why, why not? Did they manage to make it a habit? • What were the challenges when trying to apply burnout prevention or resilience building methods? <p>When returning to plenary ask groups to summarise some key experiences from their discussion. Reflect on their experiences and complete their findings by information from the <i>Key considerations</i> part of the handout.</p>
Online Adaptation	<p>Use an online survey tool to implement the warm-up phase of the exercise. Then ask people in leadership positions to raise their hand in the online meeting tool. Allocate those professionals manually to one group, creating a separate breakout room for the other group. Implement the exercise with two trainers, who enter the two groups and screenshare the corresponding parts of the exercise. After the 15-minute exercise, return to plenary and implement the debriefing part of the exercise.</p>

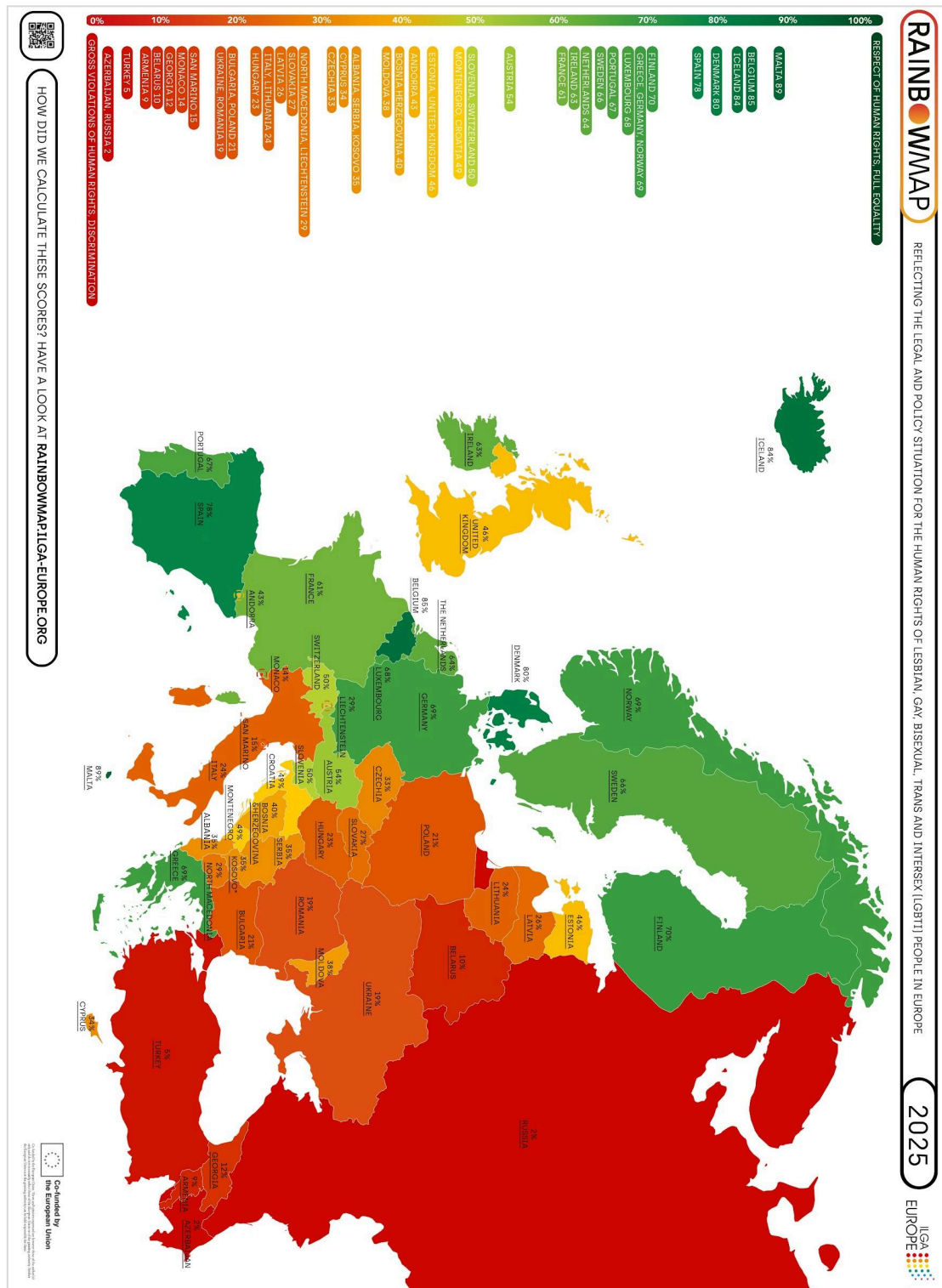


Attachments, Handouts

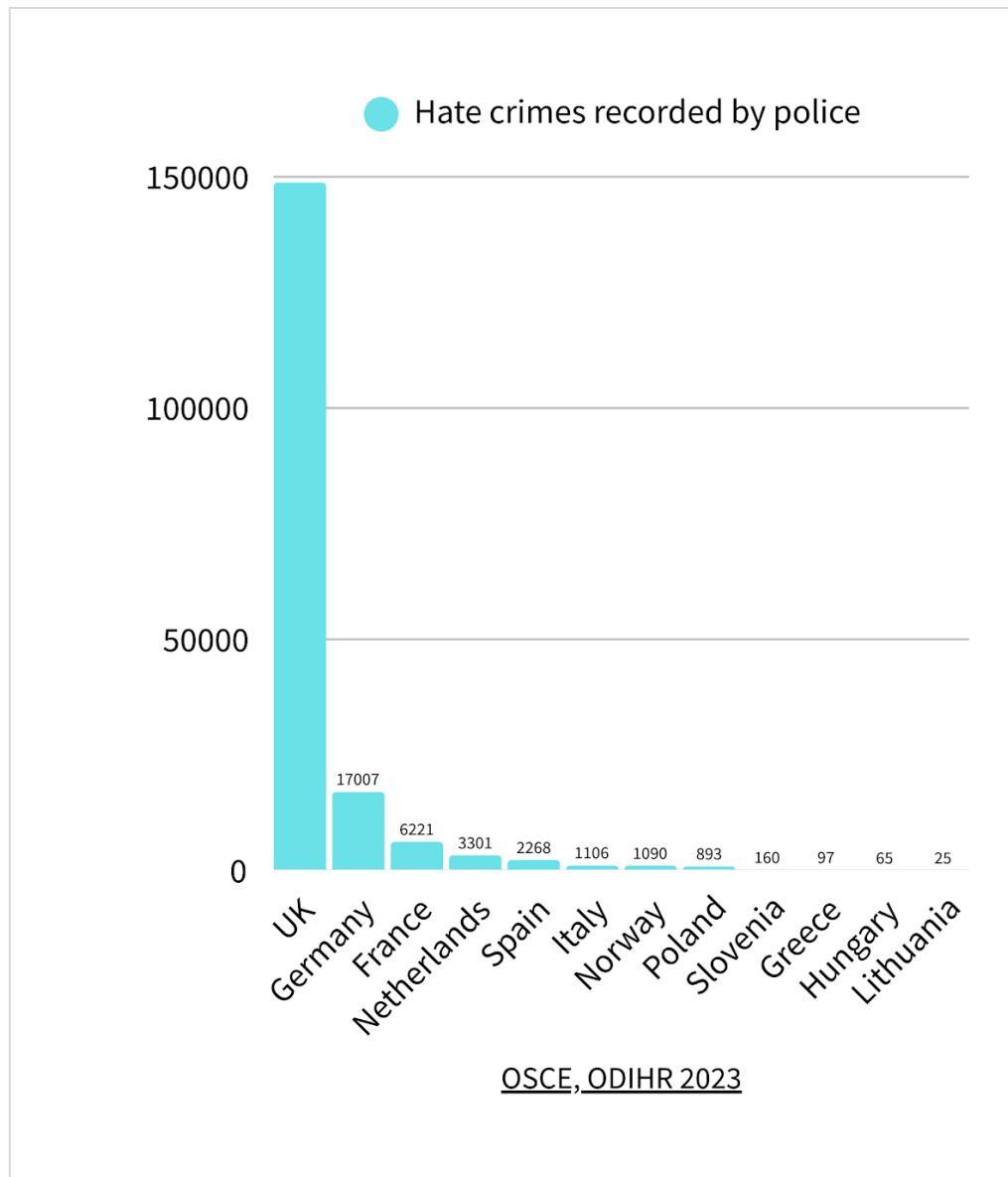


Exercise 1.3 Find your country

Optional Handout, Rainbow Map



Exercise 2.1 What's behind the numbers?



Source: OSCE, ODIHR, Hate crime data 2023, <https://hatecrime.osce.org/hate-crime-report?year=2023>

Exercise 2.4 Qualify your case

Case studies and questions handout

Case study 1.

Peter is an LGBTIQ activist. He wore a priest costume at a Pride event and drew a phallic symbol on the logo of a far-right extremist group. Following the march, his personal details (name, address, email address, company address) were distributed on various extremist online news sites. Following the incident, he was threatened through emails and social media messages for months. He was mentally quite drained by the events, and changed his domicile several times as a result of the threats. He made a report at the local police station. The police evaluated the case as defamation and started an investigation according to that qualification.

- Do you think that the qualification of the incident by the police is correct in this case?
- What other category must be considered in your opinion, based on which facts and circumstances?
- What circumstances would you recommend the police to consider, that could impact the steps in the investigation?

Case study 2.

Max and Stephen were on their way home, when a group of people started mocking them in front of the grocery store. Two people from the group asked them if they were gay. They tried to deny that statement, but the two men started punching and kicking them. Max tried to ask the other people from the group for help, but they only replied "Get off, loser". In the meantime, the two men continued to beat Stephen. Finally, the rest of the people from the group called on the others to stop the act. The couple went to a hospital to receive a medical report about their injuries. They also went to the police to report the incident, but they felt that the police officers who were present did not treat the case seriously enough in accordance with the weight of the incident. The police mentioned defamation and rowdyism, while they considered misdemeanor assault to be relevant as well based on the injuries. Following these events, Max and Stephen contact you to be their legal representative.

- Do you think that the qualification of the incident by the police is correct in this case?
- What other category must be considered in your opinion, based on which facts and circumstances?
- What circumstances would you recommend the police to consider, that could impact the steps in the investigation?



Case study 3.

Nora is a transgender woman. She was walking to the bus stop in her grandmother's village, on her way to return to the capital city. A group of young people were standing near the bus stop. When Nora got closer, they began to laugh and make derogatory remarks about her appearance. One of them blocked her path and asked loudly if she was "a real woman." Nora tried to ignore them and keep walking, but one of the youngsters grabbed her bag and pushed her arm heavily, resulting in a few of her belongings falling on the ground. Another started taking pictures of her against her will. Since the bus arrived, she boarded quickly and could escape from the scene. Later, she reported the incident to the police. The police officers said that these were "just kids messing around" and recorded the case as minor property damage.

- Do you think that the qualification of the incident by the police is correct in this case?
- What other category must be considered in your opinion, based on which facts and circumstances?
- What circumstances would you recommend the police to consider, that could impact the steps in the investigation?



Exercise 3.1 Say it right

LGBTIQ vocabulary

The ability of a person to feel attraction (physical or emotional) towards people of their same gender, people of the opposite gender, or people of diverse or any genders.	
People who feel attraction towards other people of their same gender.	
People who feel attraction towards other people of the opposite gender.	
People who feel attracted to others both of their own gender and the opposite gender.	
The deep and unique internal experience of a person about their own gender, that either corresponds to their sex assigned at birth or is different from it.	
The way people express their gender through their physical appearance and behaviour (clothing, hair style, make-up, tone of voice, etc.).	
People whose gender identity and gender expression corresponds to their sex assigned at birth.	
People whose gender identity or gender expression differs from their sex assigned at birth.	
People whose gender identity matches their sex assigned at birth, but who sometimes dress up in clothes from the opposite sex.	
Someone who does not or cannot define themselves as a man or a woman, and does not fit to this binary imagination about gender identities.	
Those physical, anatomical characteristics that are used when labelling someone a man or a woman (chromosomes, hormones, internal and external organs, body composition).	
Someone who has physical and anatomical characteristics that cannot be evidently labelled as either male or female.	



Fear, aversion, or hate towards people who are attracted to others of their own gender.	
Fear, aversion, or hate towards people whose gender identity does not match their sex assigned at birth.	
A social system of norms and values in which the only accepted identity is the one that matches the sex assigned at birth.	
A social system of norms and values in which the only accepted way of feeling attraction is towards people of the opposite sex.	
A woman who feels emotional or physical attraction towards other women.	
A man who feels emotional or physical attraction towards other men. This term can also be used for a woman.	
Those whose gender identity or sexual orientation is fluid and does not fit in one category. It is also an umbrella term for gender and sexual minorities.	
An acronym to denominate sexual and gender minorities, made from the words Lesbian, Gay, Bisexual, Transgender, Queer and Intersex.	
The process through which an LGBTIQ person recognises, accepts, and shares with others their sexual orientation or gender identity that differs from the majority.	
The process when a transgender person changes their life to fit their gender identity better. It includes being open about their gender identity, legal gender recognition, name change, hormone therapy and/or surgery.	
Originally used as a term for binary trans people, this term is mostly used in medical contexts and could be outdated or offensive in other contexts.	
A person who usually does not feel sexual attraction or does not feel innate desire to have sexual relationships.	
A person who feels that gender is not a determinant factor in their attraction to others.	



LGBTIQ Terms

Asexual

Queer

Homosexual

Gender identity

Transgender

Gay

Transvestite

Non-binary

Homophobia

Cisnormativity

Sexual orientation

Coming-out

Transsexual

Pansexual

Transition

Sex characteristic

Transphobia

Heteronormativity

Lesbian

Gender expression

Cisgender

Intersex

Bisexual

LGBTIQ

Heterosexual



Solutions

The ability of a person to feel attraction (physical or emotional) towards people of their same gender, people of the opposite gender, or people of diverse or any genders.	Sexual orientation
People who feel attraction towards other people of their same gender.	Homosexual
People who feel attraction towards other people of the opposite gender.	Heterosexual
People who feel attracted to others both of their own gender and the opposite gender.	Bisexual
The deep and unique internal experience of a person about their own gender, that either corresponds to their sex assigned at birth or is different from it.	Gender identity
The way people express their gender through their physical appearance and behaviour (clothing, hair style, make-up, tone of voice, etc.).	Gender expression
People whose gender identity and gender expression corresponds to their sex assigned at birth.	Cisgender
People whose gender identity or gender expression differs from their sex assigned at birth.	Transgender
People whose gender identity matches their sex assigned at birth, but who sometimes dress up in clothes from the opposite sex.	Transvestite
Someone who does not or cannot define themselves as a man or a woman, and does not fit to this binary imagination about gender identities.	Non-binary
Those physical, anatomical characteristics that are used when labelling someone a man or a woman (chromosomes, hormones, internal and external organs, body composition).	Sex characteristic
Someone who has physical and anatomical characteristics that cannot be evidently labelled as either male or female.	Intersex

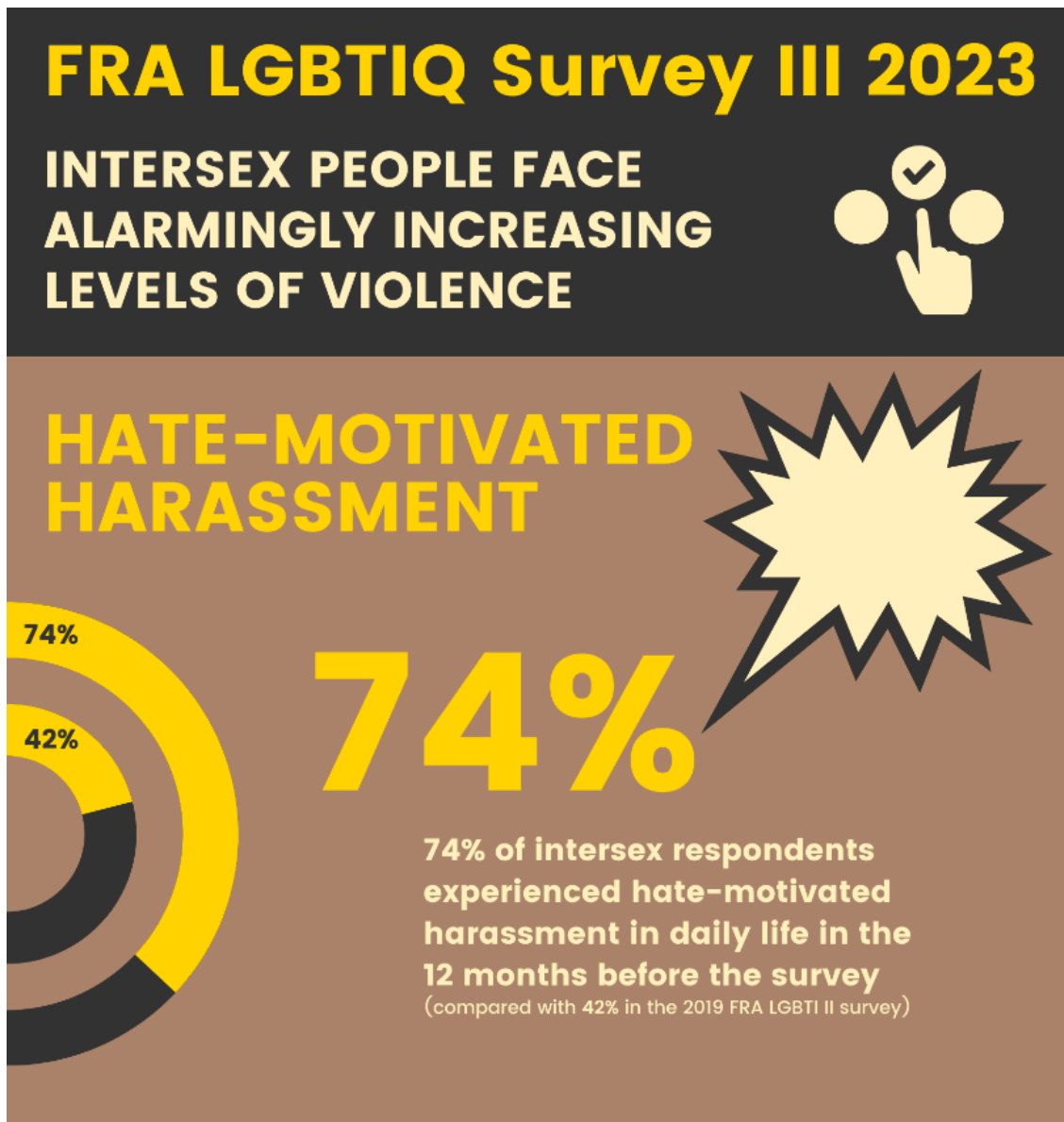


Fear, aversion, or hate towards people who are attracted to others of their own gender.	Homophobia
Fear, aversion, or hate towards people whose gender identity does not match their sex assigned at birth.	Transphobia
A social system of norms and values in which the only accepted identity is the one that matches the sex assigned at birth.	Cisnormativity
A social system of norms and values in which the only accepted way of feeling attraction is towards people of the opposite sex.	Heteronormativity
A woman who feels emotional or physical attraction towards other women.	Lesbian
A man who feels emotional or physical attraction towards other men.	Gay
Those whose gender identity or sexual orientation is fluid and does not fit in one category. It is also an umbrella term for gender and sexual minorities.	Queer
An acronym to denominate sexual and gender minorities, made from the words Lesbian, Gay, Bisexual, Transgender, Queer and Intersex.	LGBTIQ
The process through which an LGBTIQ person recognises, accepts, and shares with others their sexual orientation or gender identity that differs from the majority.	Coming-out
The process when a transgender person changes their life to fit their gender identity better. It includes being open about their gender identity, legal gender recognition, name change, hormone therapy and/or surgery.	Transition
Originally used as a term for binary trans people, this term is mostly used in medical contexts and could be outdated or offensive in other contexts.	Transsexual
A person who usually does not feel sexual attraction or does not feel innate desire to have sexual relationships.	Asexual
A person who feels that gender is not a determinant factor in their attraction to others.	Pansexual



Exercise 3.3 Why them?

Why them? 1. OII Europe



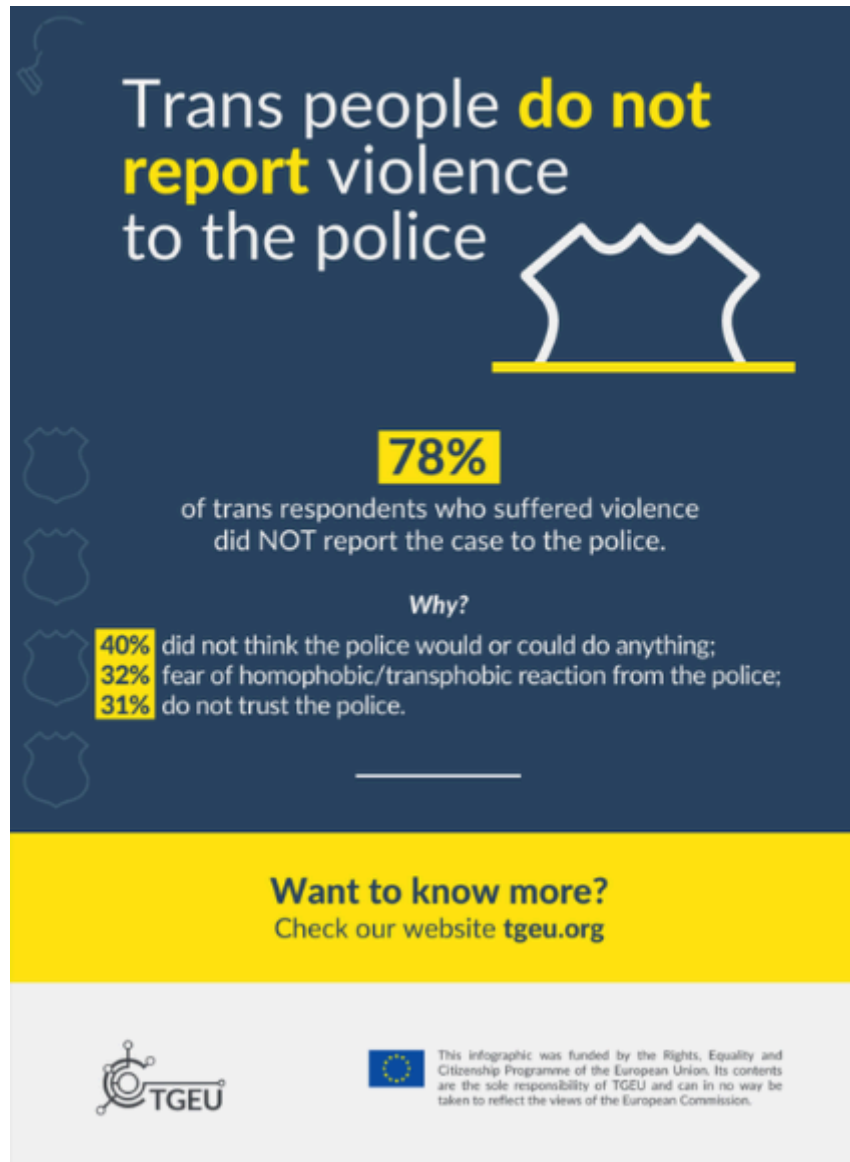


Source: OII Europe, Infographics – Findings from the FRA LGBTIQ Survey 2023

<https://www.oii-europe.org/infographics-findings-from-the-fra-lgbtiq-survey-2023/>

Why them? 2. TGEU





Source: TGEU, Human Rights Day: Trans People in the EU

<https://tgeu.org/human-rights-day-trans-people-in-eu-infographics/>

Note: the above parts are excerpts from the full infographics that can be found on TGEU's website.

Optional Handout: Council of Europe – Transgender-specific considerations

HANDOUT 4.3A: COLLECTING THE EVIDENCE: VICTIMS OF HATE CRIMES AGAINST LGBTI PERSONS – TRANSGENDER-SPECIFIC CONSIDERATIONS

The information outlined below provides some guidelines and good practices for professional and supportive police interaction with transgender victims of crime. A number of the issues are also relevant to intersex persons.

1) Gender identity and law enforcement

As outlined previously, transgender persons suffer high levels of victimisation across a range of crime areas, including sexual violence and murder. Rates of victimisation are greater in the case of certain subgroups such as ethnic minority transgender persons and young transgender persons. Given the high levels of social stigma and criminal victimisation, delivering a professional response to transgender persons should be a priority for law enforcement.

In many countries, transgender persons, in particular those who engage in sex work, often face discrimination by police officers, which can erode trust and make it harder for them to report crimes of which they are the victim. Displaying **professionalism** and **respecting the identity** of a transgender crime victim is vital if police officers are to be able to effectively support and serve this vulnerable minority community.

2) Manage curiosity

Police officers may not have had any interaction with a transgender person prior to their interaction with a transgender victim of crime. As police officers are often naturally inquisitive people, there may be questions that the police officers have in relation to the transgender person's lifestyle, physiology and psychology. It is important to remember that not all transgender persons are a spokesperson for their community. Transgender persons are subject to regular questioning and judgement throughout their lives. They do not need the police to create further stress by asking questions that are not relevant to their professional interaction with the victim. **A key responsibility for police officers is to stay in their professional role and only ask questions that are relevant to the investigation in question.**

When conducting an investigation, police officers should be mindful of the criminal charge they are trying to prove and the information required to provide evidence of a bias motive. It may be relevant to refer to the victim being transgender when proving a transphobic incident. It may not, however, be necessary to provide evidence in relation to more personal elements of the transitioning process, including questions about the person's physical history/anatomy. **If the information is not evidentially related to the crime or the bias motivation, do not ask the question.**

Transgender persons can often encounter judgemental reactions from family, friends and the wider community. When they arrive at a police station, having been the victim of a crime, it is vital that they do not face further judgement from the police. Keep facial expressions neutral and remain professional at all times. Language should be neutral, technical and non-judgemental. The role of a professional police officer is to be supportive and empathetic. **Secondary victimisation is likely to occur if the victim feels that they are going through a second judgemental/discriminatory process when engaging with the criminal justice system.**

2a) Confidentiality

Police officers have a professional responsibility to maintain confidentiality when investigating criminal matters. Transgender persons are often secretive about their past or, for a multitude of reasons, live their life without reference to their being transgender (i.e. as male or female in their new role). Releasing that information to third parties poses significant risks to the individual's safety and mental well-being. It could also cause problems for their relationships with family and friends and employment status. Police officers have a responsibility to keep personal information private. Data protection legislation should also be taken into consideration where it exists. This is particularly relevant in smaller towns and cities where anonymity is harder to maintain.

The role described above should be considered in conjunction with the risk of details of the criminal case reaching the media through court appearances or otherwise. The victim should be told what the risks are so that they can make an informed decision on how to proceed. *This information should never be conveyed in a manner whereby the victim feels they are being dissuaded from making a complaint.* Lastly, **never make promises you cannot keep regarding confidentiality** in order to influence someone to make a criminal complaint.



2b) Supports

Where the victim is particularly distressed, and in particular, where relationships between the transgender community and the police are challenging, it may be appropriate to **ask the transgender victim of crime if they would like to have a friend or family member present**. This person should not be linked evidentially to the case. It may also be helpful to take the statement at a neutral venue such as a community centre or at the victim's home. Local policy and legislation may impact on this, and the relevant policy and legislation should be considered when making such decisions.

3) Use of pronouns

As discussed in Module One, pronouns are the ways in which we refer to people - the use of a person's names, and words like he or she, his or hers. Pronouns are normally gender specific and when interacting with transgender persons, they should be used appropriately.

If you are involved in a brief interaction with a transgender person it may be best to avoid using pronouns where possible, and move on. If your engagement is longer than just a brief engagement, you should **ask the person which pronoun they prefer to use/how they prefer to be addressed**.

If you find yourself using the wrong pronoun it is best to apologise quickly and move on. Lingering on the subject could cause embarrassment for all, and a brief acknowledgement of the error is all that is required.

It is important to note that some transgender persons do not identify as male or female. They identify as *non-binary*. For non-binary persons, pronouns such as they/them/theirs (instead of she/her/hers) are the appropriate pronouns to use for non-binary transgender persons.

It is considered insulting to use the wrong pronoun on purpose and can cause considerable hurt. Police officers' use of the correct pronouns and sensitive questions about preferred pronouns show cultural competence and engender trust.

4) Legal name

Many countries do not legislate to provide for persons changing their name to coincide with their preferred gender. In other circumstances, a transgender person may not be in a position to change their name legally, even if it is permitted by the state. This can create a multitude of challenges, especially when dealing with police officers who are trained and experienced in examining identity documents.

It may be necessary for police officers to use a person's legal/birth name which may not correlate with their preferred gender. Where this legal requirement exists, **it is important to explain the reasons why and when and where the name will be used** (forms, statements, court and medical documents, etc). The police officer should still refer to the person's preferred name and gender when interacting wherever possible.

When taking a statement of complaint, acknowledge the identity of the witness and their preferred name and pronouns and use these when interacting with them. In the statement, commence by stating the witness's *legal name and gender*, and that they identify as *preferred name and gender*. Indicate that from that point on you will refer to the witness legally known as (legal name) as (chosen name). Once this has been clarified in the statement, you should continue to use the person's preferred identity and pronouns throughout the statement/report.

Documents to prove identity/gender should not be requested unless legally necessary for a specific purpose.

5) Body sensitivity

Sexual assault is a sensitive and personally devastating crime. This is particularly true for persons who may have the extra challenge of having difficulties with their own body. Many transgender persons can be anxious about their body parts, causing them to be reluctant to discuss them. This makes building trust even more important.

Where a forensic sexual examination is required, the procedures should be explained to the victim in advance so as to give them enough information to make a decision as to how to proceed. Victims' decisions in such cases should be respected.



6) Domestic violence

At times, internalised transphobia and shame can lead to low self-esteem. For some transgender persons, any relationship may be seen as better than none. This creates a fertile ground for domestic abuse.

Police officers should be aware that the person accompanying a victim of domestic abuse may be the abuser. In these circumstances it may be appropriate to briefly separate the victim and partner and ask questions such as: Do you feel safe at home? Does anyone in your life hit, hurt or threaten you? Is there any reason you may feel uncomfortable or unable to openly answer questions while your companion is present?

7) Family

The police may be required to engage with the family of the victim, particularly if the victim is missing, deceased or not available. Try to sensitively gauge the family's levels of acceptance and identify how far/whether they want to be involved in supporting the investigation. This may include asking if they are interested in talking to the media.

The family may not accept the new gender of their family member and you may find yourself using former details/pronouns when dealing with them. It may be necessary to have two types of conversation, one with the family and one with the victim.

The family of the victim may have no understanding of transgender issues and it may, in certain cases, be appropriate to arrange for them to receive information on the subject and to provide them with victim support services.

8) Detention of transgender persons

If it becomes necessary to arrest a transgender person, the police will have to carefully consider the arrangements for their detention. Most police forces do not have a policy on transgender persons being held in custody. Housing a transgender person with those of their legal/birth gender in prison facilities can be dangerous. Transgender persons are at a high risk of harassment, assault and sexual assault while incarcerated.

Where possible, the transgender person should be detained on their own in the event of short-term detention. For long-term detentions it is advisable to identify a means of housing the prisoner with their preferred gender. Prisoner safety should be the paramount consideration.

For anything other than short-term detention, the police should enquire about any medical transition treatments to ensure the prisoner's health during detention.

9) Intersex-specific issues

Even within a short lapse of time such as 24 hours, intersex persons may have medical needs. For example, cortisol steroid management may be needed to prevent salt wasting, or effective air conditioning may be needed to prevent overheating.

Most persons who are on hormone replacement therapy due to childhood gonadectomies can generally only manage up to 24 hours without accessing their hormones. Action will need to be taken immediately after 24 hours, and consideration must also be given to how much time has passed between the last dose taken and the person being detained.

Intersex persons who are on implants or injections will generally not need access to hormones in the short term. However, they may need access to a trained nurse for injections or a trained doctor for implants.

Among certain groups within the intersex "umbrella", there is a high risk of osteoporosis or osteopenia due to hormone mismanagement in earlier years. In some cases, individuals may have suffered multiple breaks and fractures, meaning their bones can break very easily. It is essential that these issues are included in a supportive and comprehensive needs assessment.



Exercise 4.2 Human rights in action

Case study 1. – Sabalić v Croatia

In the case of *Sabalić v. Croatia* (application no. 50231/13) the European Court of Human Rights held, unanimously, that there had been a violation of Article 3 (prohibition of inhuman or degrading treatment) in conjunction with Article 14 (prohibition of discrimination) of the European Convention on Human Rights. The case concerned Ms Sabalić's allegation that the authorities' response to a violent homophobic attack against her had been inadequate. She had been attacked in a nightclub when she had refused a man's advances, disclosing to him that she was a lesbian.

The Court found in particular that the minor-offence proceedings against the applicant's aggressor had not addressed the hate-crime element of the offence and had resulted in a derisory fine. Those shortcomings had amounted to a fundamental defect in the proceedings. It would therefore have been justified for the authorities to terminate or annul the minor-offence proceedings and to re-examine the case, instead of them rejecting the applicant's criminal complaint on grounds of double jeopardy.

Principal facts: The applicant, Ms Sabalić, is a Croatian national who lives in Zagreb. On 13 January 2010 Ms Sabalić was attacked in a Zagreb nightclub by a man, M.M., when she refused his advances, adding that she was a lesbian. He severely beat and kicked her, while shouting 'All of you should be killed!' and 'I will f... you, lesbian!'. She sustained multiple injuries all over her body for which she was treated in hospital.

The aggressor was convicted in minor-offence proceedings of breach of public peace and order and given a fine of 300 Croatian kunas (approximately 40 euros (EUR)). Ms Sabalić, who had not been informed of those proceedings, lodged a criminal complaint against

M.M. before the State Attorney's Office, alleging that she had been the victim of a violent hate crime and discrimination.

The State Attorney's Office instituted a criminal investigation, but eventually rejected the criminal complaint in July 2011 because M.M. had already been prosecuted in the minor-offence proceedings and his criminal prosecution would therefore amount to double jeopardy. The domestic courts upheld this decision.

Complaints: Relying on Article 3 (prohibition of inhuman or degrading treatment) in conjunction with Article 14 (prohibition of discrimination), Ms Sabalić complained that the official response to the attack on her, namely minor-offence proceedings, had not addressed the hate-crime element and had led to impunity for her aggressor. She also relied on Article 13 (right to an effective remedy).

Decision of the Court: The Court reiterated that States had a duty under the Convention to take all reasonable steps when investigating violent incidents to ascertain whether discrimination had played a role. That duty also involved identifying, and if appropriate, adequately punishing those responsible for the violence. Those Convention requirements had not been met in the applicant's case, as the minor-offence proceedings against her aggressor had not addressed the hate-crime element of the offence. Moreover, the aggressor had been sentenced to a derisory fine of approximately EUR 40, a sum manifestly disproportionate to the seriousness of the attack.



Even in terms of domestic law, the police, who had been aware from the start that M.M. had attacked the applicant when she had disclosed her sexual orientation to him, had had a duty to inform the competent State Attorney's Office, but had failed to do so. Overall, the Court found that responding to the attack through minor-offence proceedings had demonstrated that the State was not committed under the Convention to ensuring that homophobic violence was in no way tolerated; indeed, such a response had fostered a sense of impunity for acts of violent hate crime.

The Court noted the domestic authorities' position that M.M.'s final conviction in the minor-offence proceedings had created a formal impediment to his criminal prosecution on the grounds of double jeopardy, and the Government's argument that, on that basis, not implementing the effective criminal-law mechanisms in the case had been justified.

However, the domestic authorities had themselves brought about such a situation by unnecessarily instituting the ineffective minor-offence proceedings, thereby undermining the possibility of putting properly into practice the relevant provisions and requirements of domestic criminal law. The Court reiterated that the principle of legal certainty in criminal matters was not absolute. Article 4 § 2 of Protocol No. 7 (right not to be tried or punished twice) of the Convention expressly permitted Contracting States to reopen a case to the detriment of an accused where, among other things, a fundamental defect had been detected in the proceedings.

In the applicant's case, the Court found that both the failure to investigate the hate motives behind the violent attack or to take into consideration such motives in determining the aggressor's punishment had amounted to "fundamental defects" in the proceedings within the meaning of Article 4 § 2 of Protocol No. 7. The Court also noted that the domestic authorities could have put the situation right, for instance, by terminating or annulling the unwarranted set of minor-offence proceedings, voiding their effects, then re-examining the case.

In sum, the Court found that by instituting the ineffective minor-offence proceedings and erroneously discontinuing the criminal proceedings on formal grounds, the domestic authorities had failed to adequately and effectively comply with their procedural obligation under Article 3 in conjunction with Article 14 of the Convention. Given those findings, the Court held that no separate issue arose under Article 13 of the Convention.

The Court held that Croatia was to pay the applicant 10,000 euros (EUR) in respect of non-pecuniary damage, and EUR 5,200 in respect of costs and expenses.

Source: ECHR Registrar Press Release. *Croatian authorities' response to violent homophobic attack was ineffective*, 2021.

<https://hudoc.echr.coe.int/app/conversion/pdf/?library=ECHR&id=003-6904894-9271515&filename=Judgment%20Sabalic%20v.%20Croatia%20-%20inadequate%20official%20response%20to%20violent%20homophobic%20attack.pdf>



Case study 2. – Bednarek and Others v. Poland

In the case of *Bednarek and Others v. Poland* (application no. 58207/14) the European Court of Human Rights held that there had been a violation of Article 3 (prohibition of inhuman or degrading treatment) in conjunction with Article 14 (prohibition of discrimination) of the European Convention on Human Rights. The case concerned the applicants' complaint about the authorities' inadequate response to a homophobic attack against them.

Principal facts: The applicants are two Polish nationals and a Ukrainian national who live in Warsaw. On 1 January 2013 at about 3 a.m. they were assaulted and beaten by two brothers and another person while walking in one of Warsaw's main streets. The first and the third applicants, who were a couple at the time, had been holding hands.

After the incident, the first applicant complained to the police of pain on his face and a bloody nose. The second applicant complained that he had been punched during the assault but that he had not sustained any injuries. He stated that he had feared for his life in the light of threats uttered by the assailants.

Two incident reports were prepared by the police. It was noted in these documents that the first and the second applicants had submitted that the impugned attack had been motivated by homophobia and that swear words and homophobic threats had been uttered. The case file does not contain any other documents from the investigation phase of the proceedings.

On 14 August 2013 the Warsaw-Centre Regional Court convicted the accused persons of battery and one of them was additionally convicted of uttering threats. All three were sentenced to imprisonment for a term of one year and each of them was ordered to pay approximately EUR 25 to each applicant. All three prison sentences were suspended for three years.

The applicants appealed, arguing that the first-instance court had erred in rejecting their argument that the incident had been motivated by homophobia and in ordering a disproportionately lenient sentence.

On 14 February 2014 the Warsaw Regional Court upheld the first-instance judgment. It held that the available evidence did not confirm the allegation that the acts committed by the accused had been motivated by hate, prejudice or discrimination against persons of different sexual orientation. The court observed that the fines imposed might appear low, but that they reflected the financial situation of the accused, who did not have any permanent jobs.

Complaints: Relying on Articles 3 (prohibition of inhuman and degrading treatment) and 14 (prohibition of discrimination) of the Convention, the applicants complained that the authorities had not taken into account the homophobic motivation of their attackers, and, instead, had investigated, prosecuted and tried them for ordinary criminal offences. They also complain of a lack of adequate legislative and other measures in Poland to prosecute and combat hate crimes motivated by victims' sexual orientation.

Decision of the Court: The Court held that Article 3 cannot be limited to acts of physical ill-treatment; it also covers the infliction of psychological suffering. Hence, the treatment can be qualified as degrading when it arouses in its victims feelings of fear, anguish and inferiority capable of humiliating and debasing them. The Court further reiterated that discriminatory treatment as such can in principle amount to degrading treatment within the meaning of Article 3 where it attains a level of severity such as to constitute an affront to human dignity.



The Court also reiterated that attacks on LGBTI individuals, triggered by expressions of affection, constitute an affront to human dignity by targeting universal expressions of love and companionship. In this specific case, the Court considered that the treatment to which all three applicants were subjected must have constituted an affront to their dignity. The Court also considered that the physical injuries which the first two applicants sustained as a result of the attack, given their intensity, could in themselves raise an issue under Article 3.

The Court stressed that the perpetrators were neither charged nor prosecuted for a hate-motivated attack. Moreover, the attackers' demonstration of hostility towards people whom they perceived to be homosexual was not taken into account in the determination of the punishment, effectively rendering this fundamental aspect of the crime invisible and of no criminal significance.

In the present case, although the material in the case file contains very few documents from the investigation, it is apparent that the domestic authorities were confronted with *prima facie* indications of violence motivated or at least influenced by the attackers' prejudice against the first and the third applicant's sexual orientation. According to the Court's case-law, this necessitated – even in absence of a specific homophobia-related hate crime in the Polish criminal law – an effective application of domestic criminal-law mechanisms capable of elucidating the possible hate motive with homophobic overtones behind the violent incident and of identifying and, if appropriate, adequately punishing those responsible.

In sum, the Court ruled that the State did not adequately discharge its duty to respond appropriately to violent attacks motivated by hostility towards victims' actual or presumed sexual orientation. Therefore, there has been a violation of Article 3 taken in conjunction with Article 14. The Court held that Poland was to pay 7,000 euros (EUR) to each applicant, plus any tax that may be chargeable, in respect of non-pecuniary damage.

Source: European Court of Human Rights, *Bednarek and Others v. Poland* (Application no. 58207/14), Judgment of 10 July 2025.



Case study 3. – Hanovs v. Latvia

In the case of *Hanovs v. Latvia* (application no. 40861/22) the European Court of Human Rights held, unanimously, that there had been: a violation of Articles 3 (prohibition of inhuman or degrading treatment) and 8 (right to respect for private and family life) of the European Convention on Human Rights, taken in conjunction with Article 14 (prohibition of discrimination).

The case concerned a homophobic attack against Mr Hanovs in 2020 when he had been out walking with his partner. The Court noted that no criminal charges had ever been brought, despite the aggressor having openly acknowledged during a police interview that he had used anti-gay slurs and that he had found Mr Hanovs's and his partner's holding each other by the waist offensive. It found that instead of providing a robust response to what had clearly been an attack with a discriminatory motive, the authorities had brought proceedings which had been the equivalent of a minor disturbance of public order, and had given the aggressor a manifestly lenient fine. Such an approach fostered a sense of impunity for hate-motivated offences, and could result in normalising hostility towards LGBTI individuals, perpetuating a culture of intolerance and discrimination and encouraging further similar acts.

Principal facts: The applicant, Mr Hanovs, is a Latvian national who lives in Riga. On 8 November 2020 Mr Hanovs and his partner were out walking their dog when a man started shouting at them, using offensive language and anti-gay slurs. The man attempted to strike Mr Hanovs, who managed to find refuge in a nearby shop. Meanwhile his partner called the police. The police located the aggressor and later identified him as JP. They initiated criminal proceedings against him on the charge of "hooliganism" and he was interviewed as a suspect. He admitted that he had felt offended by Mr Hanovs and his partner, who had been holding each other by the waist. He stated that he had confronted the couple, first verbally and then physically, in order to stop what he had considered an unacceptable public display of affection. The proceedings were terminated in May 2021 as the investigator found that no elements of a criminal offence had been made out.

Mr Hanovs appealed against this decision, arguing that JP's actions should be characterised as a hate crime under section 150 of the Criminal Law. No criminal charges were however brought, with the prosecuting authorities declining, ultimately in May 2022, to prosecute the attack as a hate-motivated offence. They considered that JP's actions had only been directed against Mr Hanovs himself, rather than sexual minorities in general, and did not incite others to hatred, which would be the requisite elements for a hate crime to be made out.

In the meantime, in June 2021, JP had been found guilty of "petty hooliganism" in administrative offence proceedings and given a 70-euro fine. Another man who was with JP during the incident – and exposed himself in front of the shop where Mr Hanovs had been forced to hide – was also located, but could not subsequently be identified.

Complaints: Relying on Article 3 (prohibition of inhuman or degrading treatment), Article 8 (right to respect for private and family life) and Article 14 (prohibition of discrimination) of the Convention, Mr Hanovs complained that the authorities had failed to carry out an effective investigation, and to prosecute, what had amounted to a homophobic hate crime. He argued in particular that although he had escaped physical harm, the incident had been intimidating and humiliating.



Decision of the Court: The Court found that, even though Mr Hanovs had not suffered any physical injuries, attacks on LGBTI individuals, triggered by expressions of their affection towards one another, constituted an affront to human dignity by turning a moment of intimacy into one of fear and trauma. Beyond that, such attacks inhibited victims expressing fundamental human emotions openly and forced them towards invisibility and marginalisation. The threat of violence compromised their ability to live authentically and compelled them to conceal essential aspects of their private lives to avoid harm.

Accordingly, the Court held that the attack on the applicant and his partner had been sufficiently serious to require a response from the authorities. Indeed, the discriminatory motive behind the attack had not been in doubt. J.P. had openly acknowledged during his police interview that he had used anti-gay slurs and that he had found Mr Hanovs' and his partner's display of affection offensive.

It went on to note that the police and prosecutors had narrowly interpreted the criminal-law provisions designed to protect individuals from such hate-motivated offences, with the result that JP had neither been charged nor prosecuted.

Although he had been found guilty of misconduct in administrative-offence proceedings, recourse to such proceedings was not compatible with the national authorities' commitment under the European Convention to ensure that homophobic attacks were adequately addressed and deterred. That was, firstly, because they had not addressed the hate element of the attack; and, secondly, because the fine had been manifestly lenient, both in terms of the severity of the act and in terms of the amount imposed, which had been at the lowest limit of the scale.

The authorities had thus trivialised the hate-motivated attack, treating it as equivalent to a minor disturbance of public order, for example a drunken brawl. Such an approach fostered a sense of impunity for hate-motivated offences, which posed a significant threat to the fundamental rights protected by the Convention. Failing to address such incidents could normalise hostility towards LGBTI individuals, perpetuate a culture of intolerance and discrimination and encourage further acts of a similar nature.

The State had therefore failed in its obligation to provide adequate protection for Mr Hanovs' human dignity and private life against a discriminatory attack, in violation of Articles 3 and 8 of the Convention, read in conjunction with Article 14. The Court held that Latvia was to pay the applicant 10,000 euros (EUR) in respect of non-pecuniary damage.

Source: ECHR Registrar Press Release. *Latvian authorities failed to prosecute homophobic hate crime, in breach of the European Convention*, 2024.

<https://hudoc.echr.coe.int/app/conversion/pdf/?library=ECHR&id=003-8004073-11170858&filename=Judgment%20Hanovs%20v.%20Latvia%20-%20authorities%27%20failure%20to%20prosecute%20homophobic%20hate%20crime.pdf>



Exercise 4.4 Time to evaluate

Case study cards

Case Study 1.: On the 21st of July a lesbian couple was walking on a main street of the capital city, with their arms hugging each other's back. A woman shouted at them: "I have two children, I do not want them to watch this! Bugger off from here, dirty faggots!" Then she pushed the two girls off from the pedestrian lane. The couple reported the act to the police as a homophobic incident.

Case study 2.: A non-binary person was leaving a well-known yearly Pride after-party after the main concert of the event ended. They were wearing casual clothing, looking at their phone, and heading towards a tram station. A group of men in black uniform with symbols spit at them a few metres away from the entrance.

Case study 3.: A bisexual boy went to a sports class for students aged 16-18 years old. Another boy who only knew him from rumours came to him in the changing room saying "Did you pick a side yet? I heard you were unsure, let's see if you like rackets too". He then pushed his sports racket towards him several times, causing him to fall on the floor while trying to lean the other way. Some students in the room laughed, while others felt uncomfortable and later spoke about the event as bigotry.

Case study 4.: A transgender woman was taking the metro in the capital city. She was speaking about the difficulty of accessing hormone therapy with her friend. A man overheard them and started to insult them loudly. They moved further away in the metro. When they got down at the station, the same man was waiting for them at the platform and stood in their way in a menacing way. The woman and her friend managed to run away.



Evaluation sheet

Protected characteristic:

Bias indicator	Indicator present	Reasoning
1) The opinion or perception of the victim or a witness		
2) The physical appearance of the perpetrator, their expressions during the act		
3) The real or perceived group difference between the perpetrator and the victim		
4) The appearance and behaviour of the victim		
5) The prejudicial attitudes of the perpetrator		
6) The involvement of organised extremists groups		
7) Location		
8) Time		
9) The intensity, means and nature of violence		
10) Publicity		
11) Lack of other motives		

Legal qualification:



Solutions

Case Study 1.

Protected characteristic: Sexual orientation

Indicators present	Details
1) The opinion or perception of the victim or a witness	the couple reported the act to the police as a homophobic incident.
2) The physical appearance of the perpetrator, their expressions during the act	the insult shouted at the couple, the reference to the alleged protection of children
3) The real or perceived group difference between the perpetrator and the victim	lesbian couple, heterosexual perpetrator
4) The appearance and behaviour of the victim	the victims were hugging each other during walking
11) Lack of other motives	the perpetrator and the victim did not know each other beforehand, other motives did not arise

Legal qualification: hate crime (or national equivalent)



Case Study 2.

Protected characteristic: Gender identity

Indicators present	Details
3) The real or perceived group difference between the perpetrator and the victim	the perpetrators were cisgender people (men), while the victim was non-binary
6) The involvement of organised extremists groups	the perpetrators' uniform might reveal their belonging to an extremist group
7) Location	the incident happened in front of a well known Pride after-party venue
8) Time	the incident happened soon after the local Pride event, and at the end of the main concert at an event that could have had a public agenda
9) The intensity, means and nature of violence	spitting is an act that expresses deep disrespect and disgust
11) Lack of other motives	the perpetrator and the victim did not know each other beforehand, other motives did not arise

Legal qualification: hate crime (or national equivalent)



Case study 3.

Protected characteristic: sexual orientation

Indicators present	Reasoning
1) The opinion or perception of the victim or a witness	some witnesses spoke about the event as bigotry
3) The real or perceived group difference between the perpetrator and the victim	victim bisexual, perpetrator assumed heterosexual.
5) The prejudicial attitudes of the perpetrator	"pick a side" reflects biphobic prejudice, while "trying with a racket" is humiliating
7) Location	a changing room is open to peers, while it is an intimate space where a victim is more vulnerable
9) The intensity, means and nature of violence	pushing with a racket until he fell
10) Publicity	the presence of other students, intention to make them laugh
11) Lack of other motives	the other student only knew him from rumours, there was no prior personal conflict

Legal qualification: bullying, harassment, or hate crime based on national legislation



Case study 4.

Protected characteristic: gender identity

Indicators present	Reasoning
2) The physical appearance of the perpetrator, their expressions during the act	the man insulted them before later trying to block their way
3) The real or perceived group difference between the perpetrator and the victim	one of the victims is a transgender woman, the man is assumed cisgender
4) The appearance and behaviour of the victim	the victims were speaking about transgender health, which the man overheard
9) The intensity, means and nature of violence	blocking the victims' passage was a targeted and threatening act of intimidation, even if the escalation to physical violence was avoided
10) Publicity	the loud insults could have been a means of seeking the attention of other passengers
11) Lack of other motives	the victims did not know the attacker before and did not have previous interactions with him

Legal qualification: hate crime (or national equivalent)



Exercise 4.10 Restorative Justice

Types of Restorative Justice (in different countries)

In **victim offender mediation**, the victim and offender enter into a conversation with the help of a trained facilitator. The victim and offender can meet directly, face to face, or indirectly for example by sending letters or communicating with each other through the facilitator. The process must be safe for both parties and the offender needs to accept or not deny the responsibility for the crime.

Community and family **group conferencing** is focussed on bringing the victim, the offender and their families together, and sometimes also the community. The parties will participate in a professionally facilitated process to identify a desirable outcome, address the consequences of the crime, and explore ways to prevent the offending behaviour from happening again. This form of restorative justice is namely used to confront the offender with the consequences of his behaviour and to repair the damage. By involving the network of the offender, conferencing helps ensuring that the offender follows through on the agreed outcomes.

In **sentencing circles**, the victim, offender, their family and also the judge, police officers and the prosecutor sit together in a circle, facing each other. The circle is used to reach consensus about the best way to resolve the conflict. The needs of the victim, the protection of the community and the punishment and rehabilitation of the offender will be taken into account. Generally this form of restorative justice is only available in case the offender plead guilty and is conducted within the criminal justice procedure.

Peacemaking circles are used to heal damaged relationships and restore harmony to the community. Immediate parties to a conflict are sitting in a circle together with a trained peacemaker. The causes of the conflict are discussed and parties try to resolve the conflict and foster healing and help the participants to avoid future problems.

Reparative probation means that the offender and the court enter into a contract. The court suspends the sentence if the offender complies with certain restorative conditions. The offender makes direct amends to the community and to their victims for their harmful acts, they are less likely to re-offend.

Source: KLIQ Academy, Let's Go By Talking: Innovative paths through restorative justice for victims of anti-LGBT hate crimes (e-leraning): <https://kliqacademy.be/en/onderwerpen/types-of-rj/>

If the goal is to dive deeper in the topic, trainers can use longer descriptions from page 20-23 of the Safe to be Handbook by Speak Out project, available at: <https://hatter.hu/sites/default/files/dokumentum/kiadvany/speakout-handbook.pdf>



Process Outcomes

Victims and offenders want to participate in restorative justice.

Victims want to meet the offenders to ask questions, seek reparations, to heal from the crime and to prevent reoffending. Offenders want to join the process to repair the harm they have caused and to express their remorse. In some cases the offender wants to join to avoid prosecution or a plea deal. The community's understanding of the crime supports the victim and persuades the offender to take responsibility.

Victims and offenders have a much more satisfactory experience of justice.

Restorative processes engage the participation of victims and perpetrators more effectively than the traditional justice system. Victims' needs and interests are taken into account. Offenders also believe that they are treated more fairly than through traditional justice. Both parties associate restorative justice with fair treatment.

Restorative justice saves money.

Restorative justice reduces the costs of reconviction. Victim Offender Mediation takes a third of the time needed for non-mediated cases. Meeting with the offender has been shown to reduce post-traumatic stress symptoms of victims. Moreover, it can have therapeutic benefits for victims or their family members. Such long term health benefits can reduce health costs.

Restorative processes result in positive outcomes.

Studies consistently state that restorative processes achieve at least 85% satisfaction among victims and reduce the fear of further harm to the victim. Furthermore, it decreases recidivism of offenders and increases offender compliance with restitution when compared to more traditional criminal justice programmes.

Source: KLIQ Academy, Let's Go By Talking: Innovative paths through restorative justice for victims of anti-LGBT hate crimes (e-leraning): <https://kligacademy.be/en/onderwerpen/types-of-rj/>



Common attributes of restorative justice programmes

Crime victims are provided with an opportunity to:	Offenders are provided with an opportunity to:
<ul style="list-style-type: none">• Be directly involved in resolving the situation and addressing the consequences of the offence• Receive answers to their questions about the crime and the offender• Express themselves about the impact of the offence• Receive restitution or reparation• Receive an apology• Restore, when appropriate, a relationship with the offender• Reach closure	<ul style="list-style-type: none">• Acknowledge responsibility for the offence and understand the effects of the offence on the victim• Express emotions (even remorse) about the offence• Receive support to repair harm caused to the victim or oneself and family• Make amends or restitution/reparation• Apologize to victims• Restore their relationship with the victim, when appropriate• Reach closure

Source: UNODC



Process Risks

Secondary victimisation

Secondary victimisation is “the victimisation that occurs not as a direct result of the criminal act but through the response of institutions and individuals to the victim”. Secondary victimisation can appear in many forms and also during the RJ process. While restorative justice has advantages for victims, there is a risk of secondary victimisation. Offenders could exacerbate the victim’s trauma in case the victim and offender meet each other. It is important for the facilitator to be aware of this risk and to be able to minimise it so the victim is able to actually recover from the crime.

In order to facilitate an effective restorative practice and to prevent secondary victimisation, there are a few features that need to be met working with a restorative approach:

- There needs to be an identifiable victim and offender;
- The facilitator needs to be impartial;
- The facilitator ensures safety for all participants;
- Holds the victims’ involvement as central;
- The facilitator needs to be appropriately trained;
- All parties need to be informed well about the procedure so they are capable of making an informed choice to participate;
- The victim and the offender must be willing to participate, the process must be joined voluntarily;
- The perpetrator needs to accept responsibility for the crime;
- Participation is not evidence of guilt;
- All participants need to be thoroughly prepared. This means that a facilitator also needs to be well prepared. It is recommended that the facilitator has spoken to both parties before they meet each other;
- It is important to acknowledge that all views are important;
- In case any solutions have been found, all parties need to agree on those;
- In case an agreement has been made, these should be voluntarily and reasonable;
- The confidentiality of proceedings needs to be guaranteed.

Source: KLIQ Academy, Let’s Go By Talking: Innovative paths through restorative justice for victims of anti-LGBT hate crimes (e-leraning): <https://kliqacademy.be/en/onderwerpen/types-of-rj/>



Victims' consent and perspectives

First Example

Interviewer: "If you had the chance to sit down with the perpetrator in a safe environment and speak with them about the impact of the crime on both of you in the context of a mediation process, would you be open to it?"

Interviewee: "No, even the thought of it makes me angry. It should not be and must not be the task and responsibility of the victim to speak with the perpetrator and try to explain why what they did is bad or anything. I do not need their apology or anything, I do not want to be responsible for this."

Second example

Interviewer: "What is your opinion about mediation in hate crime cases?"

Interviewee: "In cases like mine [public verbal threats at workplace] I would approve it, it would have a more significant impact if the victim, the perpetrator, and the employees at the workplace would all take part in such a process. It would be more impactful than delivering a written notice to the perpetrator without any other follow-up. But in more violent crimes, where the bodily integrity or the life of a victim is endangered, mediation is not a solution."

Source: ENACT research interviews in Hungary, conducted by Háttér Society.



Exercise 4.11 Mind your balance

Leadership

1. Include the support of employees' wellbeing as a part of institutional effectiveness and functioning.
2. Avoid stigmatising mental health problems and raise awareness about the importance of their prevention.
3. Provide an opportunity for occasional mental health breaks or days off for employees.
4. Assist in the creation of peer support groups and connect with each other employees who carry out similar work with victims for example.
5. Promote the creation of mentorship programs when more experienced employees can advise newer ones about their work and strategies for resilience.
6. Support research about employees' wellbeing, and carry out surveys about this topic if possible.
7. Encourage and if possible, support employees to turn to mental health professionals or other types of experts if it is needed.
8. Promote online opportunities for seeking advice and peer support.
9. Teach stress management techniques to employees and make adjustments to enable the implementation of such techniques (communicate problems transparently, discuss time management and task division together for example).
10. Partner with other specialised institutions and organisations in relation to this topic.

Employees

Strategies for resilience building:

1. Self-awareness and reflection

Self-awareness is key to developing resilience. Professionals need to understand their emotional reactions and understand the impact of their exposure to workplace stress. Reflecting about themselves can help to acknowledge their difficulties and recognise what improvement they need.

2. Community support

Solidarity and community relationships are important factors of resilience building. Professionals need other people who understand and support them, even if their work consists of supporting clients. A mentor, coach, peer group, family or friends can be useful means of enhancing connectedness.



3. Goal setting and self-control

It is important to be realistic about workplace achievements, as well as achievements and resilience building. Strategic thinking can be used to set specific goals and plan the allocation of time and resources for the next period to achieve them.

4. Improving flexibility

Problem-solving and creative thinking is part of everyday work processes in challenging environments. It is useful to approach challenges as an opportunity to grow and be more innovative.

Strategies for stress management:

1. Meditation and mindfulness

Focusing on the present moment helps to maintain emotional balance. Meditation, breathing exercises and relaxation decrease stress and create opportunities to experience and improve self-control.

2. Physical activity

Recurrent physical exercise strengthens mental wellbeing. Physical movement – yoga, running, or walking decrease stress levels and enhance concentration levels.

3. Time management

Stress is often a result of having too many tasks at the same time. Setting priorities and improving time efficiency, as well as delegating tasks in certain cases can help to avoid burnout.

4. Creative expression

Artistic expression, such as writing, drawing, painting or playing music help processing emotions and provide an opportunity for understanding, changing, enjoying, releasing, regulating or communicating them. Artistic expression can feel safer and less embarrassing than verbal communication for many people.



Key considerations

Victim support and legal assistance can be stressful for many professionals due to heavy workload, witnessing injustice, and the need to handle difficult situations. Professionals working in this field have an increased need to preserve their physical and mental health. Resilience building and stress management is important for them to be able to continue their work in the long term.

Professionals often feel that they cannot speak about their difficulties, since they are charged with supporting others. This mentality comes with common misbeliefs about professional duties and unrealistic expectations of sacrifice, which create barriers in communicating personal needs and seeking help.

Professionals who work with victims on a daily level usually develop empathy towards them, but being exposed to testimonies of injustice and harm is both mentally and physically overwhelming for them. The emotions that they experience second-hand (trauma, fears, anxiety) can increase their stress levels and cause burnout. When stress is constant, it causes biochemical imbalance in the human body, and makes it vulnerable to further stress-responses. Continuous and planned interventions can interrupt these negative circles and help to restore resilience, which comes together with adequate bodily functions and an ability to connect with others.

Colleagues can help establish a community that shares the same values and challenges, and cares about each other's needs.

Resilience is the ability to overcome difficulties and adapt to change. Resilience helps professionals to preserve their motivation in the long term. We often speak about resilience as an individual ability, but it cannot be developed without the support of a community, since loneliness in itself is a stressful situation. If someone is alone with their struggles, they lose a sense of trust and cannot process external threats in isolation. It is important to address difficulties and improve resilience not only individually but also in institutional/organisational settings.

Source: Háttér Society, *Burnout prevention and resilience building among staff members of Hungarian civil society organizations*, 2025.

<https://hatter.hu/kiadvanyaink/keges-prevenacio-es-a-reziliencia-erositese-magyarorszagi-jogvedo-civil-szervezetek>

