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Mapping national responses to hate speech in Spain

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1 Introduction

In 2019, the Council of Europe developed its first project using systemic design methodology to support national governments in improving their strategic capabilities of addressing the rising use of hate speech.

The Spanish Ministry of Interior's Hate Crime Office agreed to pilot this methodology in Spain. The Council of Europe is grateful for the co-operation and support of the Spanish Hate Crime Office without whom this project would not have been possible.

A Belgium-based consultancy company, Namahn, was engaged to use a systemic design toolkit to analyse the current national responses to hate speech in Spain. This report presents the activities during the project and their results.

The methodology used can be summarised as the effort of creating linkages between implicit and explicit qualitative data sets that exists either in isolation or are being fed by singular perspectives. Implicit data sets consist of knowledge and information that "floats" in networks of people without being captured, documented or reported on. Implicit data was gathered through workshops, interviews and surveys. Explicit data sets on the other hand, are contained in reports, articles and other documentation. We gathered such data through a literature review, with the key document being the Council of Europe's European Commission against Racism and Intolerance (ECRI) General Policy Recommendation No. 15 on Combating Hate Speech.

The frameworks used for merging, classifying and processing the gathered data come from the theory and language of systemic design. Throughout the project, several systemic design models were created, based on consultants' evolving understanding of hate speech both as a problem and a solution space. During the two workshops with stakeholders in Madrid, these models were shown to the group and the participants were asked for their contributions to amend, enrich or create new ones.

Through the process of remodelling and analysing data, several insights emerged, related to the main goals of this project:

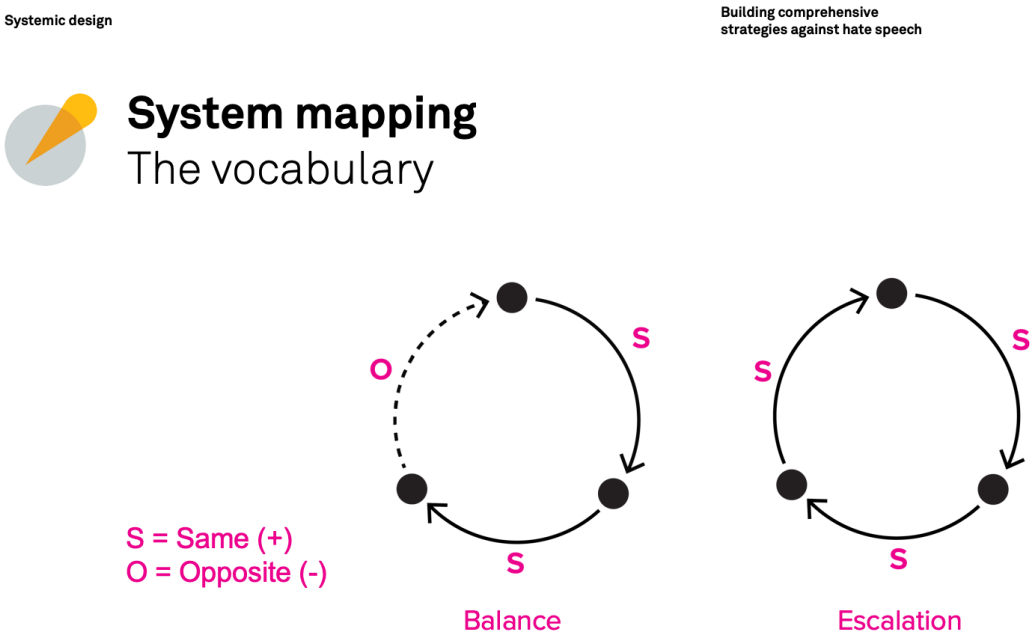
- Showing the interaction individuals have with institutions, public bodies, NGOs and private sector throughout the process of addressing hate speech.
- Listing gaps, challenges and opportunities to improve the national approach to address hate speech.
- Providing recommendations for follow-up actions to strengthen comprehensive approach to address hate speech and enhance the roles, responsibilities and co-operation between the various national actors in line with European standards and practice.

1.1 Systemic design frameworks applied

Throughout the project the following frameworks and models were used:

- Casual loop diagrams (CLD)

These diagrams are based on the theory of complex systems. System behaviour emerges because of how its parts are connected to each other. Certain behaviours such as escalation or growth are the results of variables in the system shaping reinforcing feedback loops while others such as oscillation and balance are the result of negative feedback loops. The process of creating a casual loop diagram or a system map is that of structuring parts of the problem in such structures.



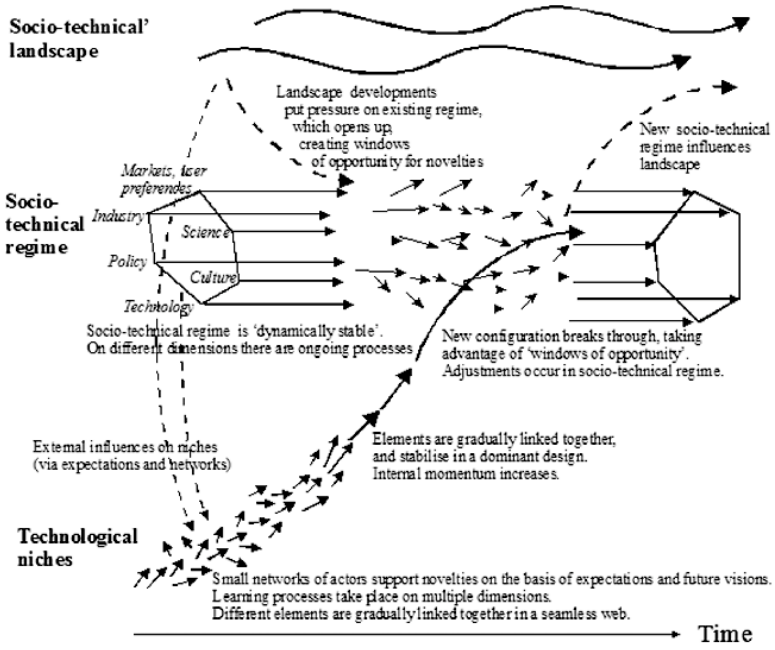
- Multi-level perspective (MLP) framework

As described in Wikipedia:

"MLP posits three analytical and heuristic levels on which processes interact and align to result in socio-technical system transformations; ***landscape*** *(macro-level),* ***regimes*** *(meso-level) and* ***niches*** *(micro-level). Firstly, the regime level represents the current structures and practices characterised by dominant rules, institutions and technologies that are self-reinforcing. The socio-technical regime is dynamically stable in the sense that innovation still transpires albeit incrementally and along a predictable trajectory. This makes the regime 'locked-in' and resistant to both technological and social transitions. Secondly, the landscape level is defined as the exogenous, broader contextual developments in deep-seated cultural patterns, macro-economics, macro-politics and spatial structures, potentially arising from shocks associated with wars, economic crisis, natural disaster and political upheaval. Additionally, landscapes are beyond the direct influence of actors, yet stimulate and exert pressure on them at the regime and niche levels.*

Finally, the niche is defined as the "locus for radical innovations" where dedicated actors nurture the development of technological novelties."

Even though MLP initially examined technological transitions, such as the dominance of mineral fuel engines, it has wider application in sociotechnical transitions. The model was used implicitly in order to evaluate the operational level of the workshop participants and point of view as it affects both the understanding of the problem and the frame of action.



▪ Casual Layered Analysis (CLA)

As documented in Wikipedia

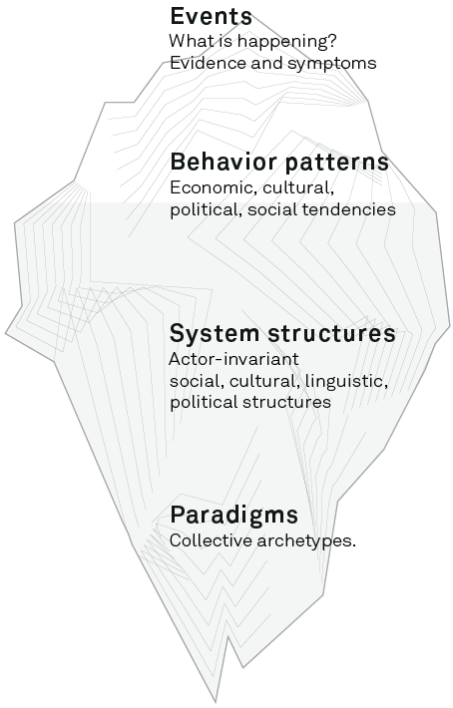
"Causal layered analysis works by identifying many different levels and attempting to make synchronized changes at all levels to create a coherent new future. Inayatullah's original paper as well as his TEDx talk identify four levels:

- The litany: This includes quantitative trends, often exaggerated and used for political purposes. The result could be a feeling of apathy, helplessness, or projected action. Inayatullah calls this "the conventional level of futures research which can readily create a politics of fear."
- Social causes, including economic, cultural, political, and historical factors.
- Structure and the discourse that legitimizes and supports the structure.
- Metaphor and myth."

Inspired by CLA, the following layers were used in order to define phases of action against the growth of hate speech:

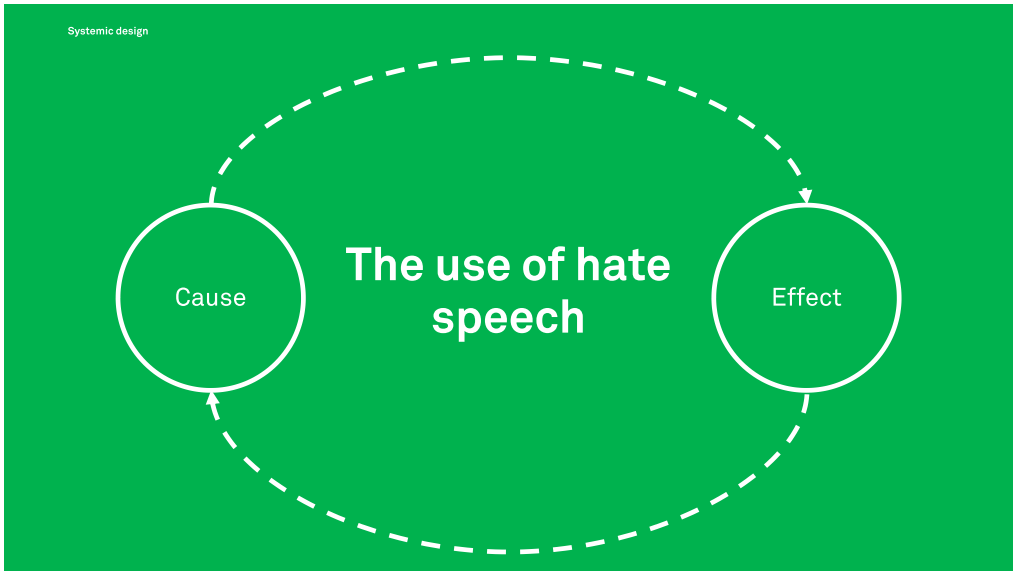
- Events: the actual use of hate speech and the immediate reaction to it
- Behaviour patterns: social tendencies that cause the events of hate speech such as the normalisation of hate speech or the wide use of social media, but also efforts of data gathering or monitoring

- System structures: the current systemic structures that create the conditions for the behaviour patterns of hate speech to emerge, but also the processes and frameworks in place to react to its rise.
- Paradigms: the deep embedded ideas, values and biases that inform all the above.

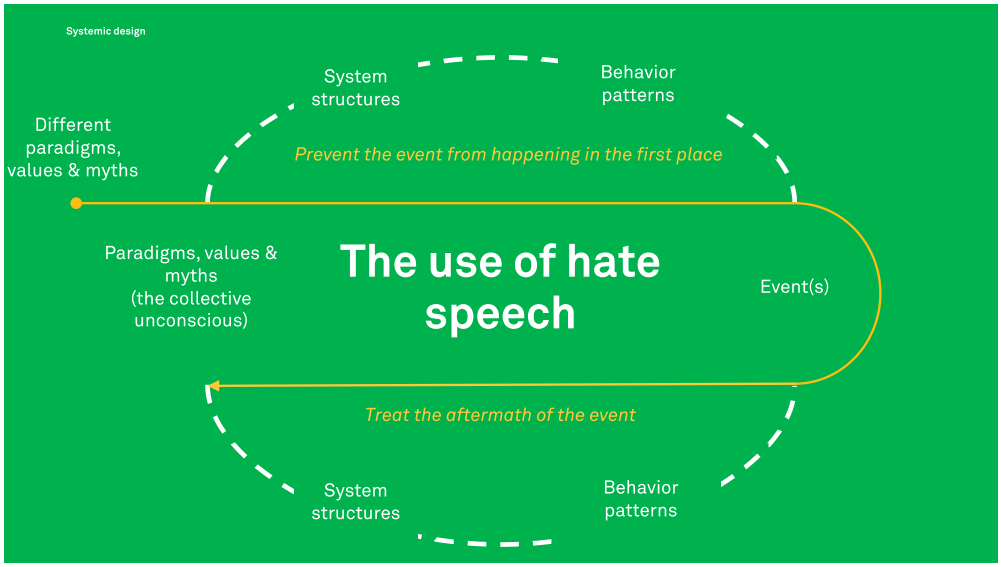


- CLA - CLD

As mentioned previously growth can be understood as circular relationship of causes and effects.



By overlaying the two frameworks we created a holistic frame of action against hate speech that was used to classify insights and interventions. (CLA – CLD).


Systemic design
System structures
Behavior patterns
Different paradigms, values & myths
Prevent the event from happening in the first place
Paradigms, values & myths (the collective unconscious)
The use of hate speech
Event(s)
Treat the aftermath of the event
System structures
Behavior patterns

2 Project timeline

The key activities of the project were:

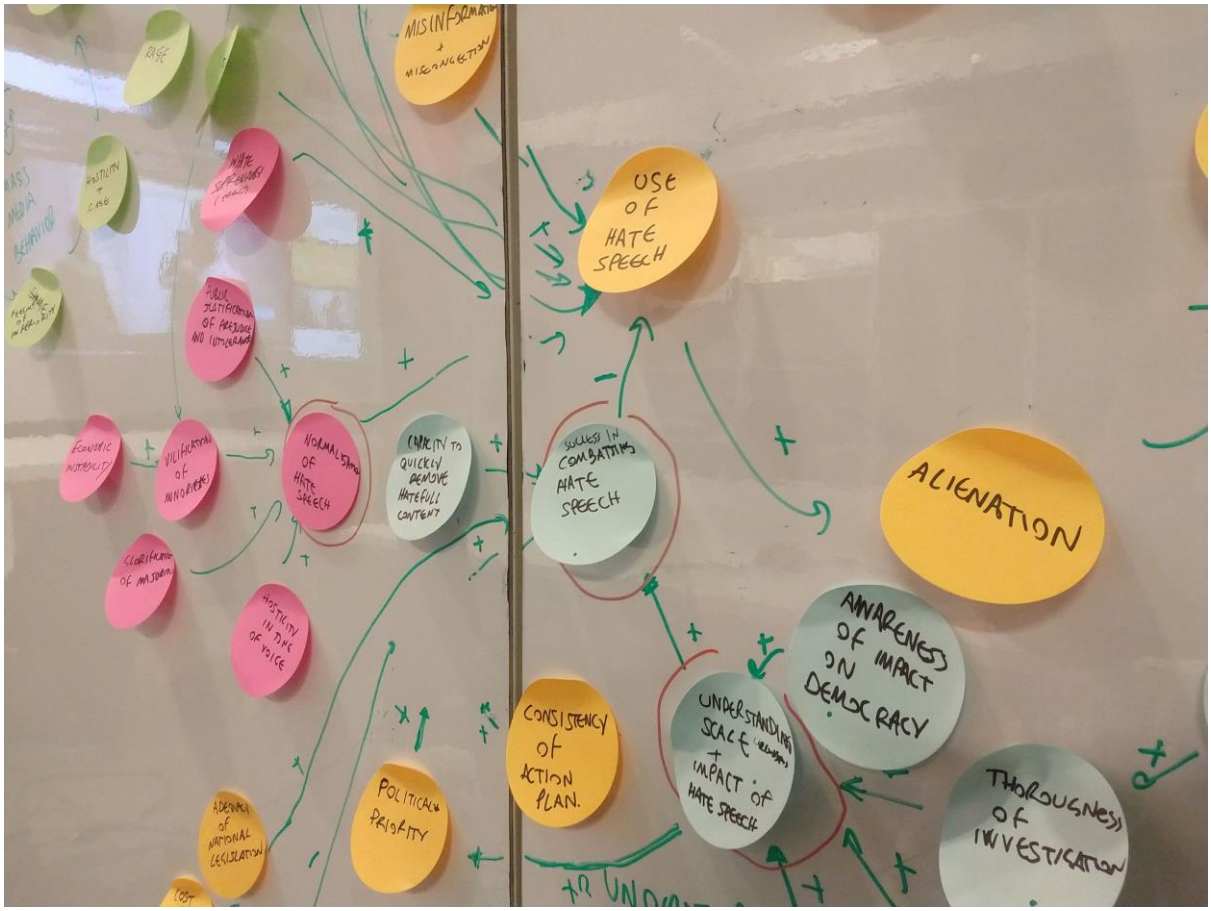
- Desk research and drafting of a situation overview: During which the documentation provided by the Council of Europe and Spanish National authorities was studied and the use of hate speech as a complex problem space was created. During the system mapping, a first mapping of existing interventions was created and of the European recommendations and the problem space variables that they try to address.
- Framing workshop: Where the results of system mapping were presented and built upon, in order to create a common “playing field” for the stakeholders involved.
- Stakeholder interviews & data gathering: During which additional stakeholders were contacted and stories about hate speech were gathered in order to enrich our understanding and identify challenges as seen from multiple perspectives.
- Reframing workshop: During which the insights generated through interviews and surveys were presented and used as “signals” to which the Spanish national strategy must adapt and respond.

The following chapters of the report describe these activities in detail. The final chapter documents the conclusions of the project.

3 Desk study and drafting of a situation overview

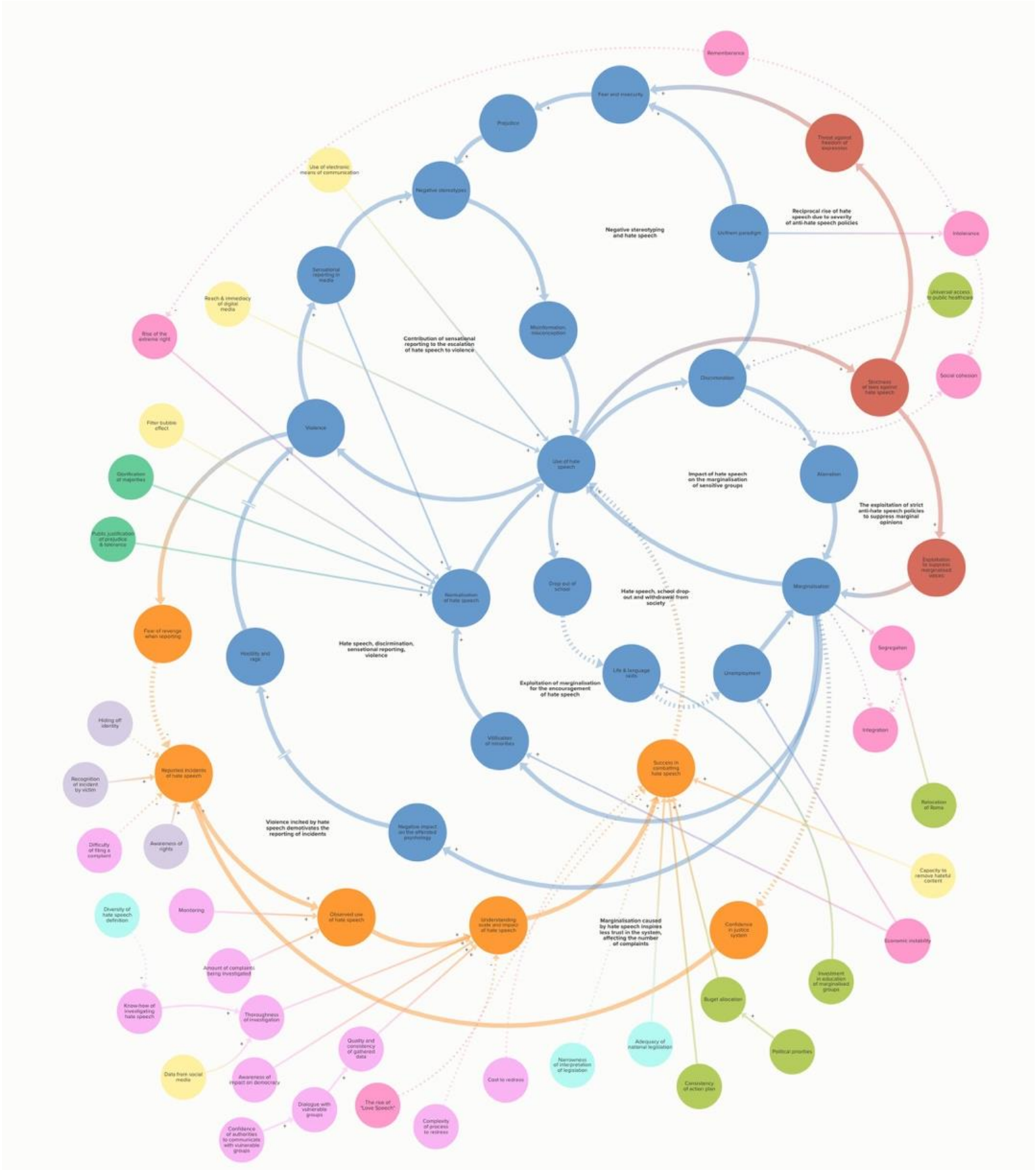
The output of the activity was two maps representing the problem and solution space of hate speech. Maps were created as follows:

- First, the background documentation was studied, along with external sources such as news articles. Each designer had to analyse the reading material and register variables and linkages between them.
- Following the individual study and analysis, the designers came together and started to sketch out the first versions of system maps representing both the problem and solution space.
- The maps were digitised using Kumu and then worked further and structured in reinforcing and balancing loops. The map can accessed at https://kumu.io/Kristel/hate-speech#hate-speech-spain



Snapshot from the Namahn internal design workshop for creating the system map.

3.1 The problem space of hate speech



This system depicts the problem space of the use of hate speech in terms of reinforcing loops that perpetuate this type of behaviour and balancing loops that hinder its successful address.

Its purpose is to raise awareness of the underlying complexity of the use of hate speech and highlight that more than an observed behavioural pattern, it is a deep systemic issue, intertwined with taken-as-a-given discriminatory mindsets and structures that perpetuate and exploit social inequality.

The system map is structured in three types of loops:

- Core engine: Loops that show from different perspectives how the use of hate speech is escalating, causing its own increase as a result.
- Potential side effects: Loops that show how strict legal measures and punitive reaction to incidents of hate speech, can result to its increase.
- Understanding and addressing hate speech: Loops that show how behavioural patterns and structures to which the use of hate speech contributes, such as violence and marginalisation, can hinder the efforts of addressing it.

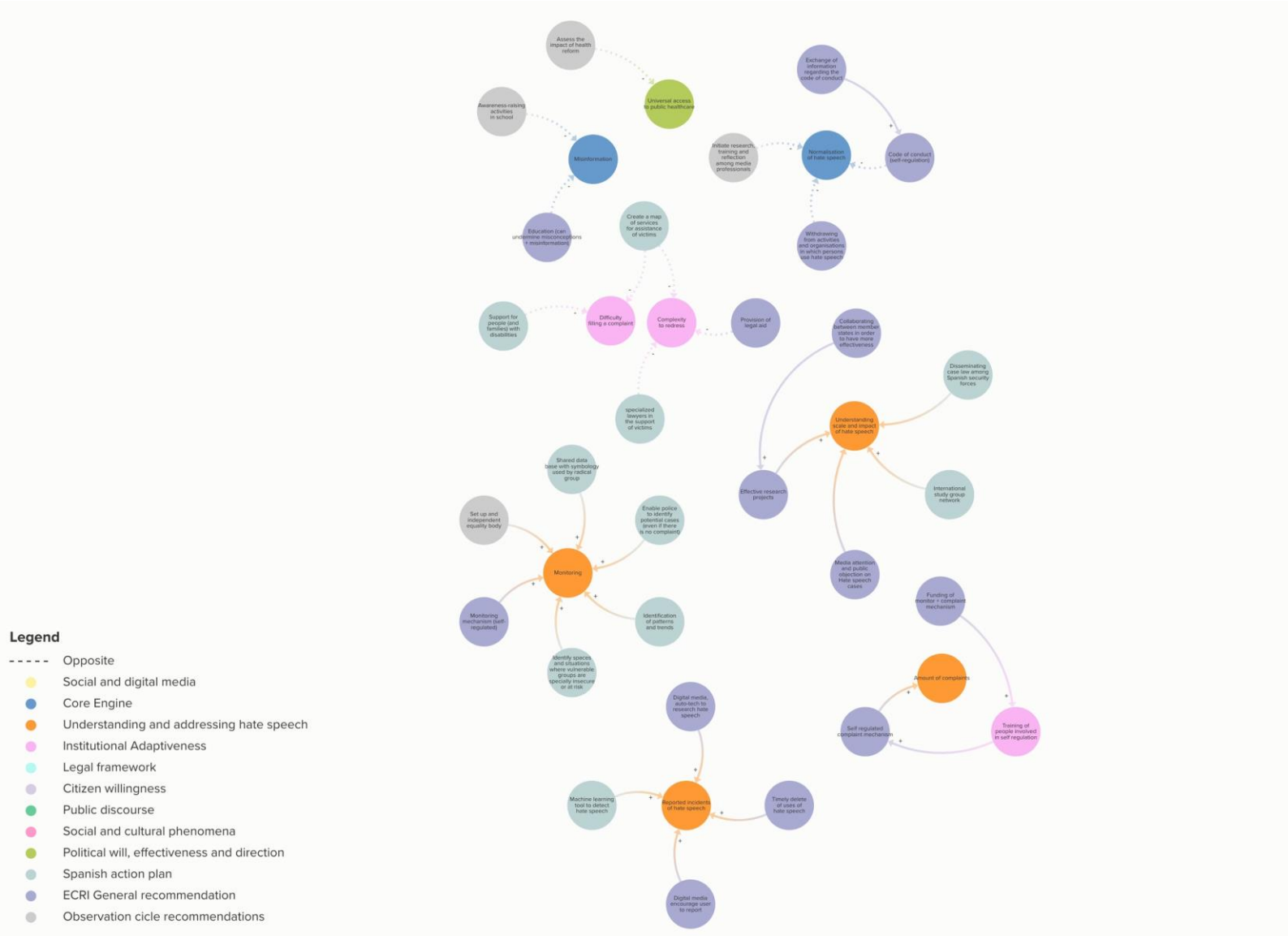
The main loops are surrounded by additional variables, that contribute to the increase or decrease of several variables belonging to the loops mentioned above.

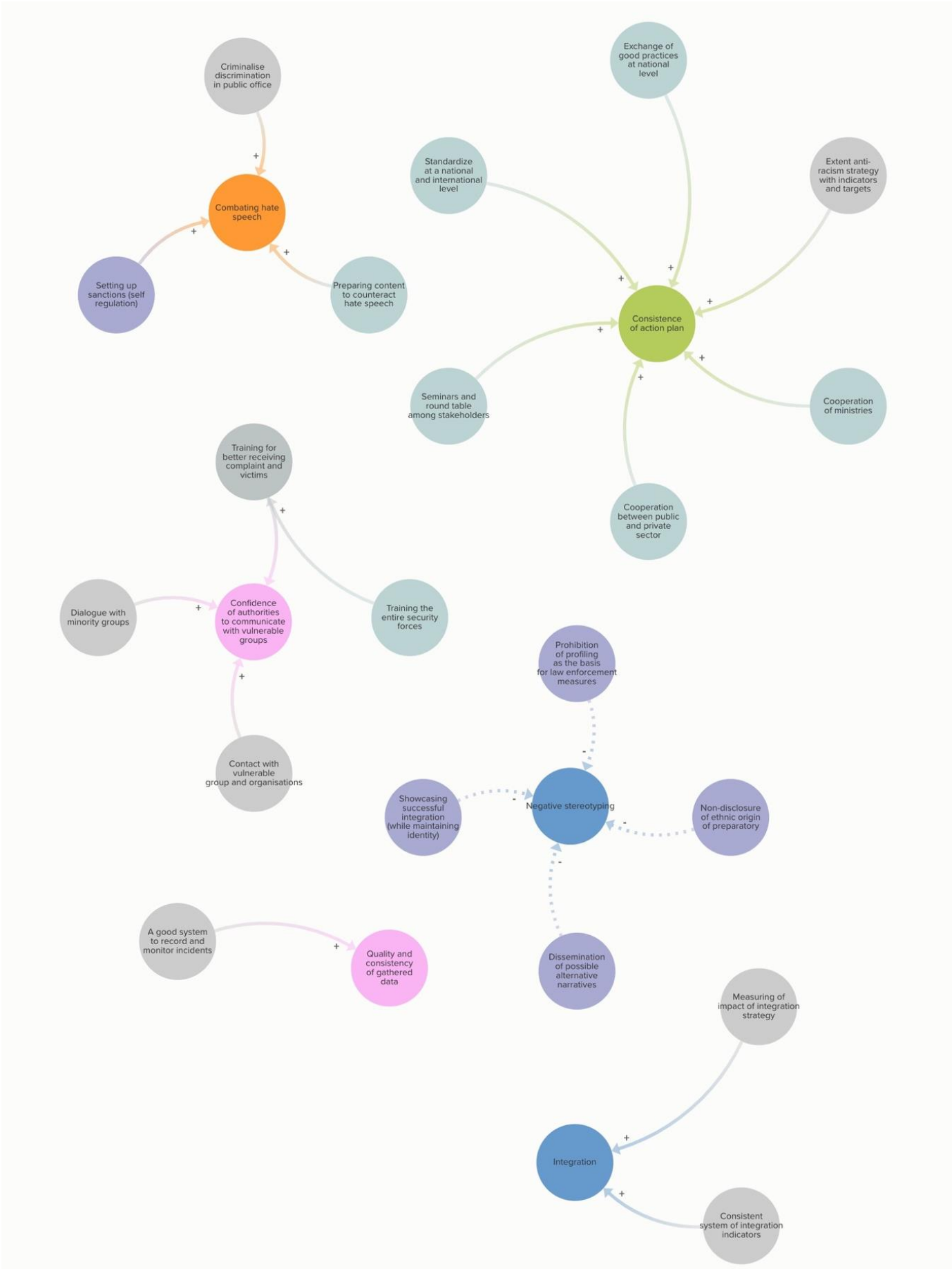
These variables are categorised as follows:

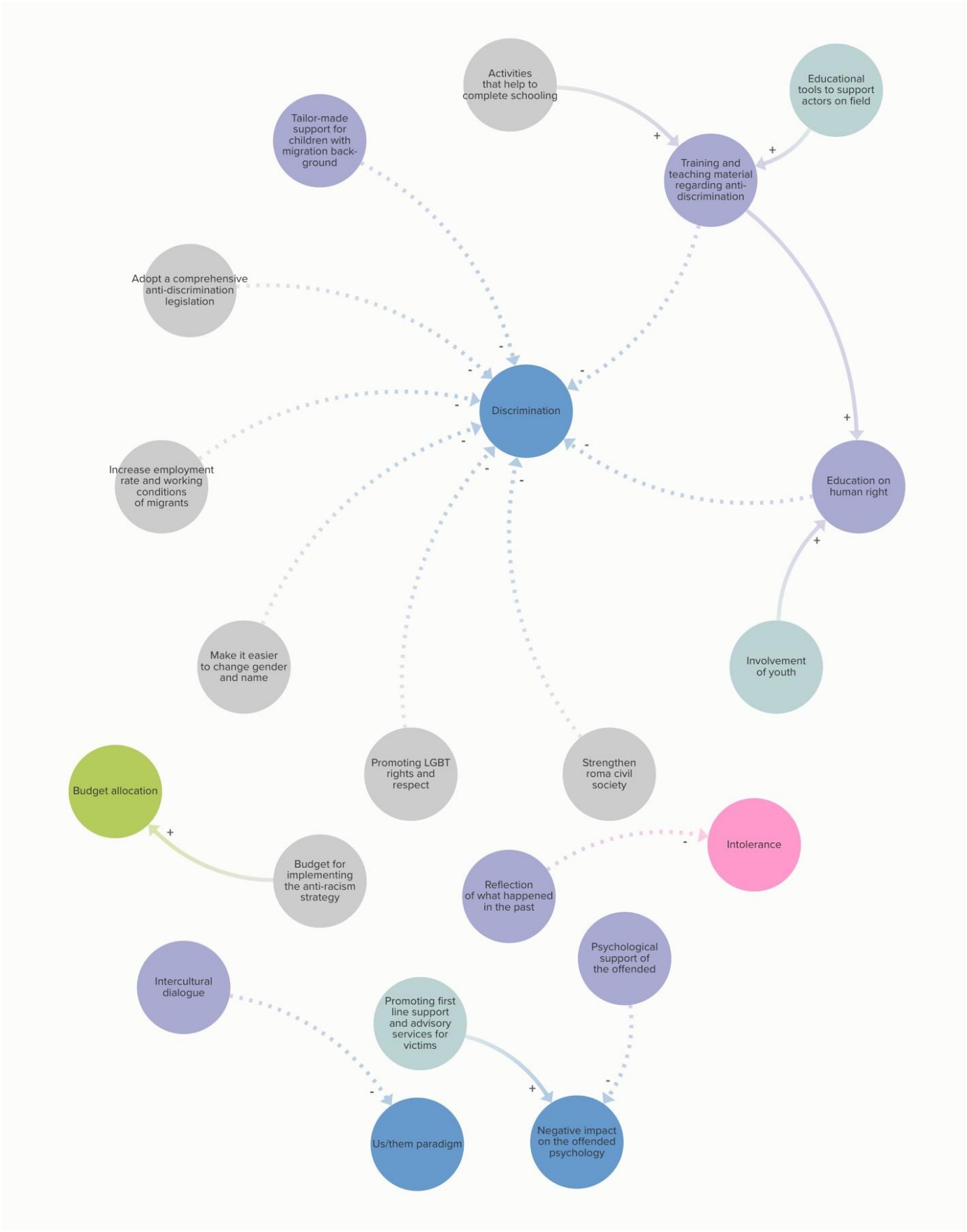
- Social and digital media
- Political will, effectiveness and direction: Variables derived from political decisions such as budget allocation, action plans etc.
- Citizen willingness: Variables deriving from the mindset and psychology of citizens related to hate speech, such as, recognition of the offence, awareness of rights etc.
- Institutional adaptiveness: Variables describing factors that indicate the readiness of institutions and organisations to address hate speech such as complexity and cost of redressing, quality and consistency in data gathering etc
- Social and cultural phenomena: Variables describing broader societal and cultural trends and phenomena such as instability of the economy, rise of right-wing groups, integration etc.
- Public discourse: Variables referring to the public speech related to hate speech either by politicians or mass media.

3.2 The intervention space of hate speech

To better understand the current state of addressing hate speech we extracted interventions as recommended by the Council of Europe and those documented in the Spanish action plan against hate crimes and we linked them with the system map variable they are aiming to tackle, extending the colour code used in the system map to represent the source of the intervention (ECRI general recommendation, recommendations in the context of the observation of Spain and interventions documented in the action plan of Spain)




Criminalise discrimination in public office
Exchange of good practices at national level
Standardize at a national and international level
Extent anti-racism strategy with indicators and targets
Combating hate speech
Setting up sanctions (self regulation)
Preparing content to counteract hate speech
Consistence of action plan
Seminars and round table among stakeholders
Cooperation of ministries
Cooperation between public and private sector
Training for better receiving complaint and victims
Dialogue with minority groups
Confidence of authorities to communicate with vulnerable groups
Training the entire security forces
Contact with vulnerable group and organisations
Prohibition of profiling as the basis for law enforcement measures
Showcasing successful integration (while maintaining identity)
Negative stereotyping
Non-disclosure of ethnic origin of preparatory
A good system to record and monitor incidents
Quality and consistency of gathered data
Dissemination of possible alternative narratives
Measuring of impact of integration strategy
Integration
Consistent system of integration indicators


Activities that help to complete schooling
Educational tools to support actors on field
Tailor-made support for children with migration back-ground
Training and teaching material regarding anti-discrimination
Adopt a comprehensive anti-discrimination legislation
Discrimination
Education on human right
Increase employment rate and working conditions of migrants
Make it easier to change gender and name
Involvement of youth
Promoting LGBT rights and respect
Strengthen roma civil society
Budget allocation
Intolerance
Budget for implementing the anti-racism strategy
Reflection of what happened in the past
Psychological support of the offended
Intercultural dialogue
Promoting first line support and advisory services for victims
Us/them paradigm
Negative impact on the offended psychology

- Analytics

In total we identified:

- 25 recommendations in the European Commission against Racism and Intolerance (ECRI) General Policy Recommendation No. 15 on Combating Hate Speech
- 18 recommendations from the ECRI monitoring of Spain
- 21 interventions in the Spanish Action Plan to Combat Hate Crimes

For each type of recommendation, we then measured the number of links to the system map variables.

ECRI General Recommendations

Observation cycle recommendations

Interventions mentioned in the Spanish action plan

The measurement provides the following insights:

- As expected, the ECRI General Recommendation is the most encompassing one, with emphasis on variables that describe the “root” of hate speech (e.g. discrimination and negative stereotypes), measuring its effect and combatting its normalisation.
- The recommendations of the observation cycle seem to focus more on the prerequisites for hate speech (such as discrimination and “unsuccessful” integration) and building communication capacities of first responders.
- The Spanish action plan documents interventions that focus primarily on the required collaboration and information exchanges among stakeholders on which the consistency of the action plan is dependent on and measures that address the identification of hate speech and the processes taking place after it has occurred.

The measurements help us make a first hypothesis about gaps between suggested actions from the Council of Europe (CoE) and actions planned by the Spanish government. From one side CoE has limited recommendations regarding the efforts required for collaboration, exchange of information and collaborative strategy setting, while the action plan of Spain includes limited interventions that address the root causes of hate speech.

4 Framing workshop

Our framing workshop took place in Madrid on the 4th of November. The goal of the workshop was to enrich our understanding of hate speech, reflected on the different mappings we produced during the study phase, with the experience and knowledge of the participating stakeholders. Representatives of the following organisations attended:

- Council of Europe
- Spanish National Office against Hate Crimes
- Prosecutor`s office for Technological crimes
- Special Prosecutor`s office for hate crimes
- Ministry of Education
- Unidad de Gestión de la Diversidad, Policía Municipal de Madrid
- Fundación Secretariado Gitano
- Federación Estatal de Lesbianas, Gays, Transexuales y Bisexuales (FELGTB)
- Movimiento contra la Intolerancia

The workshop lasted a full-day and featured the following exercises:

- Icebreaker: metaphors for addressing hate speech, present and future
- Exploring the problem space
- Exploring the solution space
- Actors mapping.

4.1 Workshop activities

▪ Icebreaker

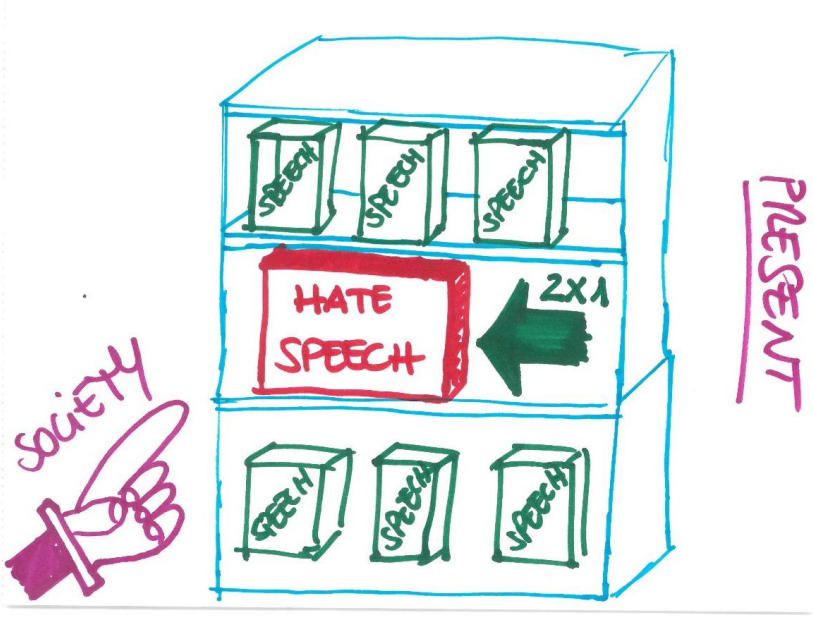
After a brief introduction, as an icebreaker we asked the workshop participants to create metaphors, in the format of sketches, of addressing hate speech, both currently and ideally. The sketches the participants produced highlighted the following aspects:

Currently addressing hate speech:

- The plurality of sources of hate speech and its unpredictability in occurrence, in contrast with the available resources and means of addressing it: A cloudy sky, it can rain anywhere, anytime, we are holding a small umbrella, trying to catch the drops, left and right, the Whac-A-Mole game (https://en.wikipedia.org/wiki/Whac-A-Mole)
- The need for persistence in order to overcome the numerous obstacles and barriers: Hurdling race
- The popularity of hate speech in society as a way to attribute blame for the current state to minority groups: Supermarket shelves with an oversized box labeled “Hate speech” and a hand labeled “Society” pointing at it.

Addressing hate speech in the future, ideally:

- Being able to tackle the plurality and unpredictability of hate speech through collaboration.
- Weakening the popularity of hate speech.



Workshop participant sketch – Addressing hate speech currently

Workshop participant sketch – Addressing hate speech in the future

Exploring the problem space

Following that, we presented the system map modelling the problem space and we asked the participants to explore the map themselves and annotate it to add variables and links between them.

These are some insights gathered from the participants:

- There is a clear absence from the system map of variables related to education such as the balancing effect of the existence of human rights related subjects in the school curriculum to discrimination. Another participant commented however, how discrimination is embedded in the teaching material; for example, by picturing only a stereotypical family of two heterosexual parents with a child carrying their genes and excluding other type of families from the mental model of children. Furthermore, combatting hate speech and bullying at schools also depends on the capacity of the children themselves to identify such cases among them and point them out.
- Hate speech in schools is closely related to bullying, that can cause an increase of school dropouts. Furthermore, the use of electronic media has a reinforcing effect to bullying. Addressing bullying is affected by the capacity of teachers to recognise it and not downplay it as normal behaviour among children (normalisation of bullying)
- The responsibility for the curriculum in public education is shared between different levels of governance (national and autonomous communities), which makes it difficult to apply common measures.
- Since violence in the map expresses hate crime in the broader of terms, as observed in society regardless of its source or form, hate crime must be added in the map, as an intermediate variable between the use of hate speech and violence.
- The variable trust in the justice system as a factor that hinders the filling of complaints must be rethought in broader terms as an issue of trust in the system or the lack thereof.
- When dealing with hate speech complaints, the judicial process is reserved for the gravest cases that are covered by criminal law. The cases that are not covered by criminal law are addressed through the administrative path, that might lead to fines for the offender. The public is not fully aware of that discrimination and that lack of awareness might discourage them from filling a complaint.
- There is a paradox when addressing hate speech in digital media. Reporting the content to the platform might lead to the timely removal of hateful content, however, this removal can also be considered as destruction of evidence; by the time the judicial process reaches to the point of examining the content as evidence, the content is no longer at the platform.
- Misinformation and misconception, negative stereotypes and prejudice form a re-enforcing feedback loop that contributes to the use of hate speech
- Prejudice enforces intolerance and intolerance enforces discrimination.
- There is a direct link reinforcing link between school drop-outs and normalisation of hate speech, as in the case of gypsies and refugees.
- Relocation as a social and cultural phenomenon should be rephrased to reflect the relocations of other sensitive groups other than Roma people, such as trans collectives and refugees.
- Several groups targeted by hate speech are protected by law, however not all. For example, there has been a recent rise of aporophobia (disgust and hostility towards poor people, without resources or who are helpless), but the targeted people are not protected by law yet.
- The success in addressing hate speech by public prosecution and law enforcement depends on the collaboration of NGOs as it easier for them to report a hate crime than a single person. Also, they get to know about such incidents faster than the prosecutor’s office.

- There is a long journey from the approval of new legislation to its application across the country.

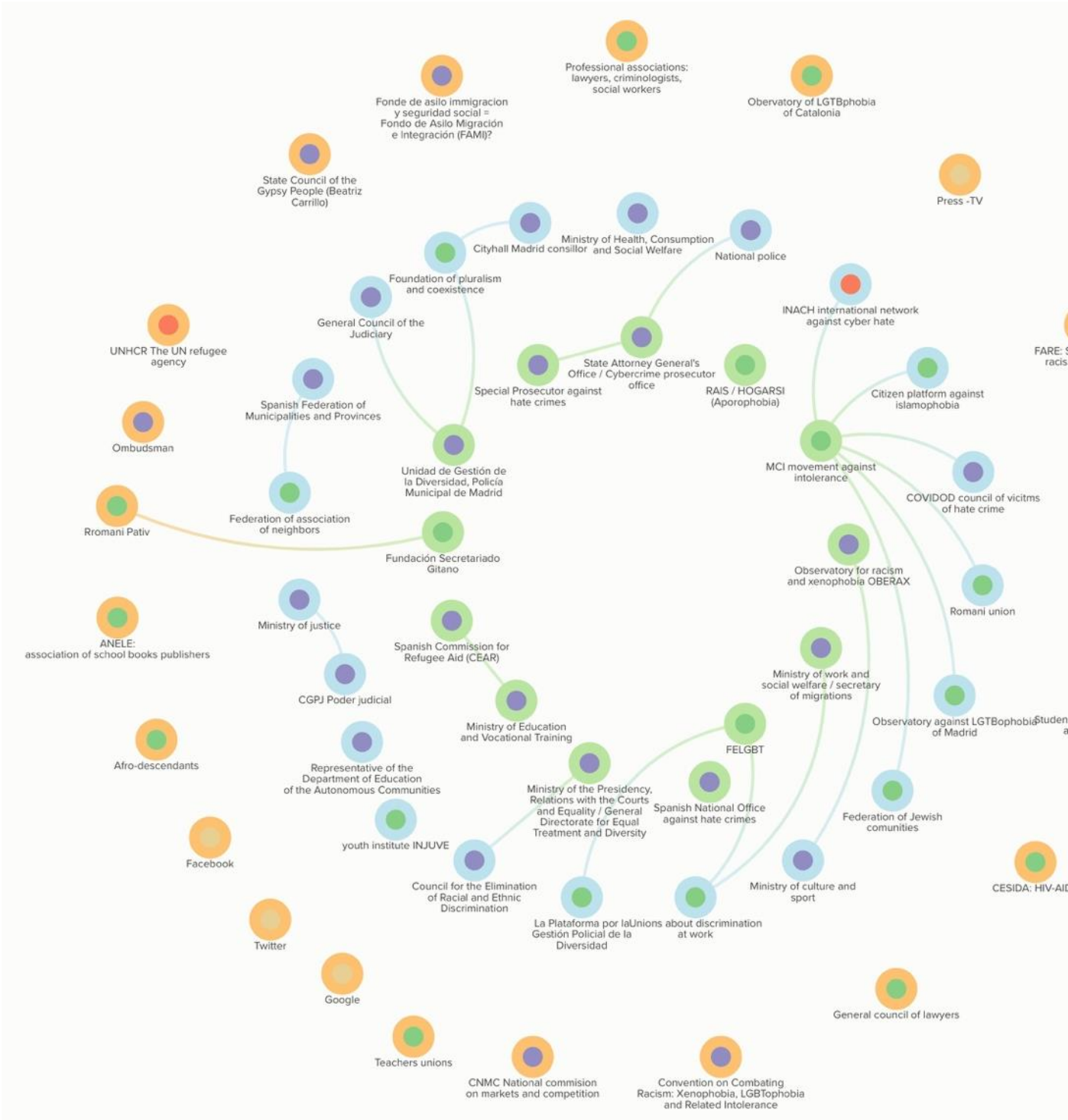
Exploring the solution space

Moving forward, we started exploring the solution space. For that we used the visual representations of either actual or recommended measures of addressing hate speech and the problem space variable they try to affect. We asked the participants to add additional initiatives that they know of, addressing the same or other points.

Actors mapping

As a last exercise we asked the people present to help create an actors' map, starting from themselves, in the core, with organisations that collaborate closely with at the periphery and organisations hardly engaged at the outer rims of the map.

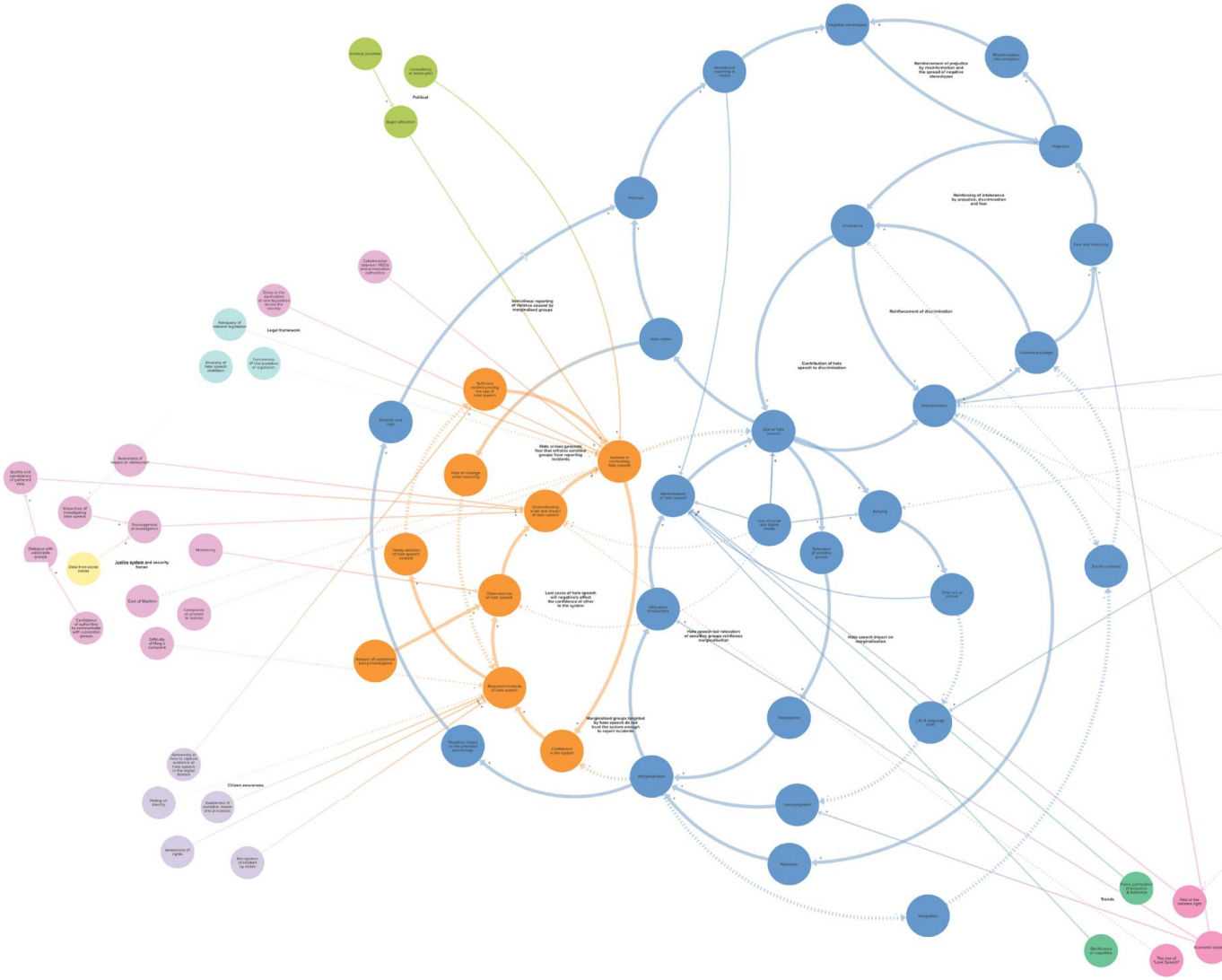
The exercise resulted in the following actors map


Professional associations: lawyers, criminologists, social workers
Fonde de asilo immigracion y seguridad social = Fondo de Asilo Migración e Integración (FAMI)?
Obervatory of LGTBphobia of Catalonia
State Council of the Gypsy People (Beatriz Carrillo)
Press -TV
Ministry of Health, Consumption and Social Welfare
Cityhall Madrid consillor
National police
Foundation of pluralism and coexistence
INACH international network against cyber hate
General Council of the Judiciary
UNHCR The UN refugee agency
State Attorney General's Office / Cybercrime prosecutor office
Special Prosecutor against hate crimes
RAIS / HOGARSI (Aporophobia)
Citizen platform against islamophobia
Spanish Federation of Municipalities and Provinces
Ombudsman
Unidad de Gestión de la Diversidad, Policía Municipal de Madrid
MCI movement against intolerance
COVIDOD council of vicitms of hate crime
Federation of association of neighbors
Rromani Pativ
Fundación Secretariado Gitano
Observatory for racism and xenophobia OBERAX
Romani union
Ministry of justice
ANELE: association of school books publishers
Spanish Commission for Refugee Aid (CEAR)
Ministry of work and social welfare / secretary of migrations
CGPJ Poder judicial
Observatory against LGTBophobia of Madrid
Ministry of Education and Vocational Training
FELGBT
Afro-descendants
Representative of the Department of Education of the Autonomous Communities
Ministry of the Presidency, Relations with the Courts and Equality / General Directorate for Equal Treatment and Diversity
Spanish National Office against hate crimes
Federation of Jewish comunities
youth institute INJUVE
Facebook
Council for the Elimination of Racial and Ethnic Discrimination
Ministry of culture and sport
La Plataforma por la Gestión Policial de la Diversidad
Unions about discrimination at work
Twitter
Google
General council of lawyers
Teachers unions
CNMC National commision on markets and competition
Convention on Combating Racism: Xenophobia, LGBTophobia and Related Intolerance

4.2 Workshop conclusions and results

- Exploring the problem space

The input gathered during the workshop helped us finalise the problem space system map and clearly identify leverage points.



In its new format, the upper part of the map describes the following:

- The use of hate speech can be understood as a behavioural pattern emerging from sentiments and paradigms deeply enrooted in today's society. These sentiments and paradigms are related to each other in reinforcing feedback loops, escalating across generations (Loops: Reinforcement of discrimination, Reinforcement of intolerance by prejudice, discrimination and fear, Reinforcement of prejudice by misinformation and the spread of negative stereotypes).

- Variables that emerge from these structures due to the number of connections are: Intolerance, Discrimination, Us/them paradigm, Prejudice and Negative stereotypes.
- Within these structures the use of hate speech is an effect, but also a cause of further discrimination, and through a series of causalities it ends up reinforcing itself; more hate speech causes more hate speech in the longer term (Loop: Contribution of hate speech to discrimination)

While the lower part of the map is structured in the following loops:

- Hate speech impact on marginalization: This loop describes how the use of hate speech when practiced in the school environment as bullying increases the number of dropouts, leading to sensitive groups obtaining less skills, driving them to unemployment and eventually to the margins of society. They then become the scape goat and become vilified finally leading to the normalisation of hate speech and a rise of its use.
- Hate speech-led relocation of sensitives groups reinforces marginalisation: Marginalisation and its subsequent effects are also enforced by relocations of sensitive groups driven by hate speech.
- Research has also shown that marginalization has a negative impact on the members of these groups, that in some cases leads to feelings of hostility and rage, or even violence. This mechanism feeds back to the sensational reporting of violence in the upper part of the map and closes the loop through the use of hate speech. (Loop: sensational reporting of violence caused by members of marginalised groups)
- Marginalisation also affects the success in combatting hate speech, as marginalised groups trust less the system and they refrain from filing complaints. (Loop: marginalised groups targeted by hate speech do not trust the system enough to report incidents).
- Finally when the use of hate speech causes hate crimes, people offended by hate speech in other occasions might not come forward due to fear of retribution, causing under-reporting of hate speech incidents that negatively affects the success in combatting hate speech (loop: Hate crimes generate fear that refrains sensitive groups from reporting incidents).
- A key variable emerging from these structures is marginalisation, while additional important variables are the (number) of reported incidents of hate speech and the use of social and digital media.

Additional changes in the initial system map:

- Reach and immediacy of social media, use of electronic means of communication and filter effect variables has been merged in the “use of digital and social media” variable and has been added as part of the core loop.
- Several variables were added based on the insights produced during the workshop (Human rights approach in education, Institutionalized biases, self-regulation at schools, downplay and normalisation, Distributed governance of education system in Spain, Timely deletion of hate speech content, Sufficient evidence of the use of hate speech and Awareness of how to capture evidence of hate speech in the digital domain, Collaboration between NGOs and prosecution authorities, Delay in the application of new legislation across the country).

▪ Exploring the solution space

The exercise during which we tried to enrich the visualisation of interventions and leverage points was not that successful, as the participants lacked the time to examine the solution space in detail.

- Actors mapping

The exercise produced the following insights:

- The plurality of organisations involved in addressing hate speech. In total 55 organisations were identified.
- The “point of view” of the participants and the diversity of the network. Most listed organisations are either governmental bodies or civil society organisations (CSO`s). Most listed CSO`s operate at a national level or are representatives of smaller organisations. In systems thinking terms this places the workshop participants at the level of “regime”; they operate within well-structured and established organisations that are typically robust and resistant to change. Within such systems, radical innovation is very rare and reaction and adaptation to landscape (social or environmental) changes are slow. Signals from citizen experience reach these levels heavily filtered and aggregated.

5 Stakeholder interviews and data gathering

Based on the facts that:

- After the framing workshop there was still a lack of some information regarding the wider portfolio against hate speech of the participants,
- The perspective of the working group is different than the one at “street level view”

The methods of research in this phase of the project were the following:

- In depth interviews with actors who have first person experiences with cases of hate speech.
- An eponymous survey collecting additional information from workshop participants about the activities of their organisations
- An anonymous survey for gathering testimonials related to hate speech.

Six interviews were conducted. The survey directed to workshop participants had 5 responses while the anonymous survey brought back no results.

5.1 Interview and survey protocol

For the in-depth interviews we used the following protocol:

- Introduce yourself and your organisation.
- What does your organisation do regarding hate speech? Who is your target group?
- For each of the actions please also describe:
- The desired direct impact on the beneficiaries
- The wider more indirect desired impact on the society
- What does your organisation itself has to gain from these actions.
- Since when do you do this? What was the trigger? Has it changed over time? Has the way of doing things evolved as well?
- What are you trying to achieve?
- What are the obstacles that you meet?
- How do you retrieve resources? Are they adequate?
- How do you know if it works? What are indicators?
- Can you narrate some cases that you met? (who - how - why -where..)
- What are some initiatives in Spain or abroad that inspire you? Why?
- Who do you collaborate with now closely? How? (sharing knowledge, learning...) In which domains? Do you feel that you should collaborate more with other organisations? In which domains?
- In a scale from 1 to 5, how well you believe you are doing as an organisation in combatting hate speech? Why?
- In a scale from 1 to 5, how well you believe you are doing in general in combatting hate speech (as a country)? Why?

Similar questions were used in the survey targeting the workshop participants:

- What is your name?
- What is your professional role and organisation?

- What does your organisation do regarding hate speech? Who are the beneficiaries? For each of the actions please also describe:
- The desired direct impact on the beneficiaries
- The wider more indirect desired impact on the society
- What does your organisation itself has to gain from these actions.
- In a scale from 1 to 5, how well do you believe you are doing?
- In a scale from 1 to 5, how well do you believe Spain is doing in general in combatting hate speech?
- What are the difficulties that you meet in your work against hate speech?
- How can other organisations or the government improve in addressing hate speech?
- What are some initiatives in Spain or abroad that inspire you? Why?

The testimonial survey protocol went to two iterations, during which we simplified its questions. The final protocol included only one question:

- Please share your experience with us. The more details you give us, the more useful your testimony will be for our work. Here are some questions to guide you:
- How did you hear about the incident?
- When and where did the incident take place?
- Who were the people involved? How did the offended people react?

5.2 Gathered insights

The following table presents the insights gathered through the interviews and survey. The insights are anonymized and marked as “intervention” or “observation”

Insight	**Type**
Education of lawyers regarding hate crimes so they know how to attend the victims	Intervention
Problems of the victim: they do not know that they are a victim or their rights.	Observation
An online service where victims raise cases by email	Intervention
Talks and conferences open to public	Intervention
Not everyone has the power (and money) to access lawyers	Observation
An indicator of success is an initiative starting in one city, being adopted by other cities as well	Observation
It is more effective when people who get in first contact with offended belong to the same sensitive group as them	Observation
Prosecutors who do not have special training treat these incidents as minor offence	Observation

Training about hate speech and crimes is focusing on security forces but it should address the whole chain (police, judge, lawyers etc)	Observation
They set fire to a woman sleeping in an ATM, it would not have happened if the woman slept in her house.	Observation
Hate crimes are yet another issue within an immense structural violence they suffer.	Observation
Homeless people are highly demanding of the health system and workers are frustrated and may mistreat	Observation
Women have less difficulty asking for help and connecting with their relatives. Men have a feeling of shame and cut their family ties. It generates a spiral of exclusion by shame. These people are excluded from all areas of socialization and cannot generate new ties	Observation
In the digital press hate speech is also "hidden" in the comments section of each news piece	Observation
Apart from the direct hate speech statement (must be killed) there is also the "subtle racism" embedded in the language used to talk about minority groups. Eg using the work "clan" to talk about Roma families	Observation
A section in the website where they show language abuses and if they have been changed or not	Intervention
People (volunteers) who act as antennas of hate speech and hate crimes (e.g. roma women)	Intervention
A matter of context: politics in ES, everything associated in Catalonia, there are civil and political bodies who are making a twisted use of the concept of hate speech and hate crime... there are people who think that everything is hate speech but that also means that nothing is. It can't be differentiated	Observation
The institutions do not differentiate well what is hate speech. Everything that is manifested against XXX is considered hate speech. It is a polluted context that raises difficulties for people that are fighting racism	Observation
Alliances with diverse organisations and individuals who share the same "anti-" sentiments	Intervention
The quality and quantity of data reported helps to convince institution to act	Observation

By communicating on their actions (number of cases brought in front of a judge, number of hate speech/crime reported...) we address a message also to the society.	Intervention
Regularly, we meet other actors at a national or international level to share experiences and tools	Intervention
We must build our own narrative based on a human rights perspective and not try to respond or counter the existing - discriminatory - ones. Otherwise it seems that we are always complaining.	Intervention
Due to lack of resources, CSOs have to find solutions by themselves (network of volunteers, partnership with universities)	Observation
From activism to an organisation delivering focused services covering the broader spectrum of victim support (legal team, psychosocial team, communication team...)	Observation
In case of hate speech, we want to create a dialogue between the different parties at first (dealing with e.g. inspection of employment). It is more difficult when there is no institution, organisation e.g. housing	Intervention
A lot of efforts are put into making laws to be adopted (time, efforts, depends on political will)	Observation
The rise of complaints is due to better methods of monitoring, collect data; better network	Observation
There is no follow up with the victims after the case reaches to court (lack of resources)	Observation
(Need of) training for journalists and politicians in using the right vocabulary to not convey stereotypes	Intervention
It is difficult to capture and monitor hate speech and discrimination in each context (each school, each company...), so we help creating friendly, non-discriminatory spaces	Observation
Having people not belonging to the minority involved (reporting, denouncing...) helps to spread an open mind in society.	Intervention
NGOs are not collaborating that much with each other (political reasons, regional reasons) except when an issue is transversal	Observation
Main domains of discrimination are employment, education, healthcare	Observation
Change of the approach within few years: from a social assistance approach to a human right approach	Observation

Hate speech has a direct link with discrimination and with social inclusion	Observation
More empowerment (training about victims' rights) leads to more denunciation of hate speech	Intervention
Our actions are quite limited: mainly consist in informing, assisting and sending victims to other institutions	Observation
We drive cases to court to show that it is an issue that must be taken seriously, but the legal framework is not necessarily suited for that; the offence is not that grave for a penal sentence (and we don't want that)	Observation
Cases are not followed because of lack of proof, and witnesses	Observation
The main issue is the segregation of schools (and of neighbourhood), there is no diversity within schools (structural discrimination)	Observation
Church can have a moral impact (big role in the gipsy community, and vector of hate speech in some cases against LGBT)	Observation
Political measures (e.g. for inclusion) stop because of economic crisis increasing the segregation (e.g. more homeless people)	Observation
It is important to also act on narratives otherwise it seems that we are always complaining.	Intervention
Healthcare institutions are one of the first touchpoint for victims	Observation
People are not aware of the power of the word (in comparison with physical violence)	Observation
The national police give talks in schools to train young people.	Intervention
We have difficulty in raising awareness of the people who are victims. Some of them blame themselves.	Observation
Victims don't trust authorities because the system already failed in their case	Observation
Each city is monitoring according to its own methods which makes the data treatment difficult	Observation
It is difficult to recognize hate speech if the victim has no references to compare/evaluate	Observation
It is not a priority and there is a lack of resources, political awareness, clarity. There is an abuse of hate speech expression,	Observation

penalizing musicians or tweeters for criticizing authorities or police. There is a bad explanation of what hate speech is.	
Lack of user knowledge about what it is, its severity, what is illegal, etc.	Observation
Few resources. Little clarity about the definition. Little involvement of prosecutors and judges, which do not apply aggravating factors. Little reaction from IT companies' social networks.	Observation
Have more economic and personnel resources for NGOs. Have a comprehensive non-discrimination law. TV and radio campaigns explaining what it is and its impact on people.	Intervention
Projects like Borra el hate, by police Fuenlabrada. They involve citizens to point out racist graffiti, and the police quickly erase them.	Intervention
The expansive capacity of hate speech on the web is unbeatable and we have little staff, which, together with some platforms are not likely to provide information and preserve content that allows investigating crime, makes it difficult to combat hate speech in the network when it is a crime (because if it is not, it is under the protection of freedom of expression)	Observation
It is necessary to carry out cyber patrolling by the security forces and bodies and provide the Prosecutor with more personnel in order to prosecute criminals and avoid the sensation that anything can be said or done on the web, even if it attacks fundamental rights.	Intervention
I believe that training is essential, both at all educational levels, as well as in the health field, in the security forces and to obtain the collaboration of social networks and companies operating on the internet.	Observation
The relationship with digital platforms is not very fluid and it is difficult to collaborate with them	Observation
It is a phenomenon related to freedom of expression, so we must weigh both areas and it is sometimes difficult to determine the border between hate speech and freedom of expression	Observation
Lack of citizen awareness in making comments that damage the dignity of their victims	Observation
Preparation of reports on the collection of data such as are carried out in Great Britain, as they do not only count the allegations of crime that are collected by the Police, but also those that, without being a crime, are catalogued by other social entities or the Police itself.	Intervention
Need to coordinate and network with the different social agents	Observation

We won the public call with eight NGOs, so we coordinate this service to assist. This service is not allowed to litigate, we inform the victims, but that's all. We cannot push a fine. The public call covered only one part of the journey, but for a victim this is just the beginning	Observation
The NGO system in Spain is absolutely cronyistic (clientelar). Among other things, when you propose new interventions to the organisations with finalist project they agree, but in reality, they do not have the resources to follow up	Observation
In Spain there is the racial elimination council (el consejo de eliminación racial), which does not work because of political responsibility (for political reasons). It is not an independent body, but it relies on the government and has been inactive. There are no public anti-racism campaigns. The state has responsibility for doing these campaigns.	Observation
When victims are frustrated with the reaction to their complaint, they go on social media and share their frustration.	Observation
The rise of far-right party in Europe is a risk of normalisation of hate speech	Observation

5.3 Processing the results

In order to process the gathered data and generate insights that can be used during the following reframing workshop, the notes and survey answers and captured quotes were tagged using the following classification criteria:

- Stage in growth of hate speech, based on the CLA - CLD framework:
- Cause – Paradigm
- Cause – System Structures
- Cause – Behaviour Patterns
- Cause – Event
- Effect – Event
- Effect – Behaviour Patterns
- Effect – System Structures
- Effect – (New) Paradigm
- Related system map variable(s)
- Actor mentioned.
- Whether it is an observation about the current situation or an intervention to address hate speech.

Related system map variables

The following treemap visualisation shows the number of references to system map variables. The darker the blue/the larger the box means the higher number of references were made to this specific variable.

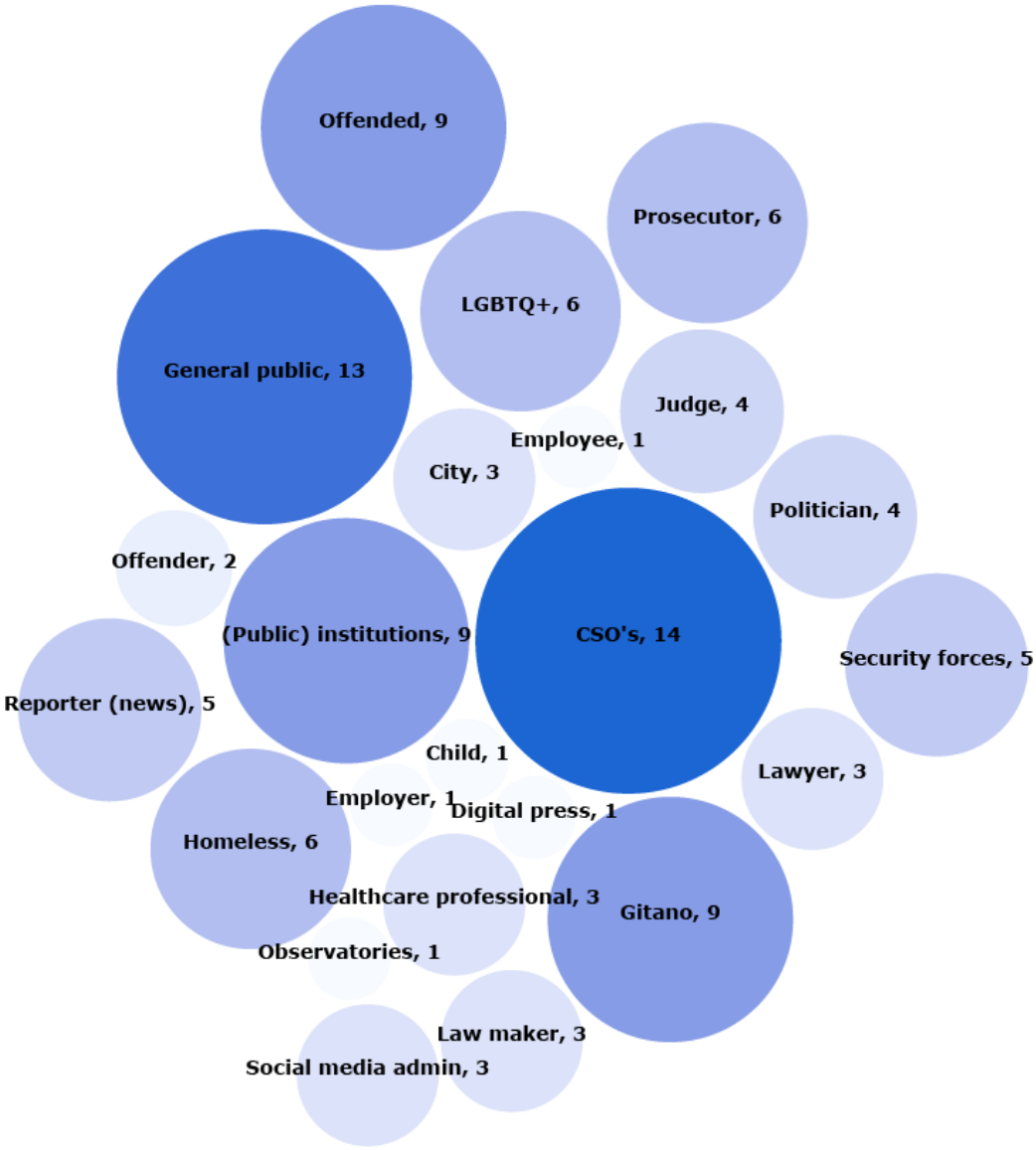
Adequacy of national legislation
Awareness of available means and processes
Awareness of how to capture evidence of hate speech in the digital domain
Awareness of impact on democracy
Awareness of rights
Collaboration between NGOs and prosecution authorities
Complexity of process to redress
Confidence in the system
Confidence of authorities to communicate with vulnerable groups
Consistency of action plan
Cost of litigation
Dialogue with vulnerable groups
Difficulty of filing a complaint
Discrimination
Diversity of hate speech definition
Drop out of school
Economic instability
Hiding off identity
Hostility and rage

In comparison with the similar analyses we did with CoE recommendations and Spanish national action plan against hate crimes and hate speech, we notice the following:

- The adequacy of national legislation emerges as a major concern for the people we interviewed.
- Several insights verify the trust in the system as a leverage point. Neither the CoE recommendations or the national action plan of Spain include measures or recommendations about making the systems dealing with complaints more trustworthy and thus accessible.
- The consistency of action plan and the underlying required collaboration patterns are a shared focal point for the interviewees and national action plan.

5.4 Actors mentioned

The following circle packing diagram visualises the number of mentions of different actors.



An interesting insight derived from this analysis is the emergence of health care professionals as a key actor in addressing hate speech, as in main cases they are the first observers of such incidents but also where a lot of discrimination is observed. No workshop participants or actors mapped during the framing workshop represented the domain of health care.

5.5 Other general insights

Some other insights, not captured by data analytics are:

- It is impossible to talk about hate speech without talking about discrimination or racism, and it cannot be addressed as an isolated behaviour.

- Hate speech is almost invisible, it can fall between the cracks of any legal definition and very much on the “eyes of the beholder”.
- NGOs have gradually evolved from activism to the provision of 360° services across the journey of hate speech. In contrast, the public services are distributed across domains and calls for funding to cover fragments of the journey.
- Also, the funding model of NGOs creates a competitive environment for those that work in similar domains. In a way, the more diverse the portfolio of an organisation the bigger the struggle for resources.
- The success in combatting hate speech has a different meaning for different actors. What it might be considered as a system success from one perspective, it might be considered as system failure from another.
- Bringing a case to court is used as a mean of not only justice but also exposure. The court process becomes a system function that operates beyond its initial purpose. This might mean:
- The establishment has insufficient means and platforms for offering exposure to cases.
- As the justice system serves the emerging need of exposure, for which is not designed for, bottlenecks might be created.

6 Reframing workshop

The reframing workshop took place on the 16 December 2019. The goal of the workshop was to use the insights gathered through interviews, surveys and the different models we created throughout the project in a creative way to enhance the strategy against hate speech with new interventions and collaboration patterns.

6.1 Workshop activities

After a brief introduction, the participants were presented with the three “playing fields” and a guiding question for each:

- Actors map, as produced in the previous workshop with the actors mentioned in the field studies added. The guiding question was: “Which new collaborations you need?”
- The revised system map of the use of hate speech problem space. The guiding question was: “What can be some new targets for you?”
- Two posters based on the CLA – CLD framework with quotes from interviews grouped in the different phases of addressing hate speech. The guiding question was “How can you address some of the quotes”

The participants that filled in the survey prior to the workshop were provided with cards listing their already existing interventions. All participants were provided with blank intervention cards. Their task was to annotate the different visualisations. In the actors map they had to draw new connections between actors. In the other two maps they had to fill in the intervention cards and link them either with system map variables to state the goal of each intervention or with quotes. The participants carried out the exercise individually.

Afterwards, the participants were asked to bring together elements from the different maps together using various materials to create intervention models that describe interventions and required collaborations. The participants worked in two groups.

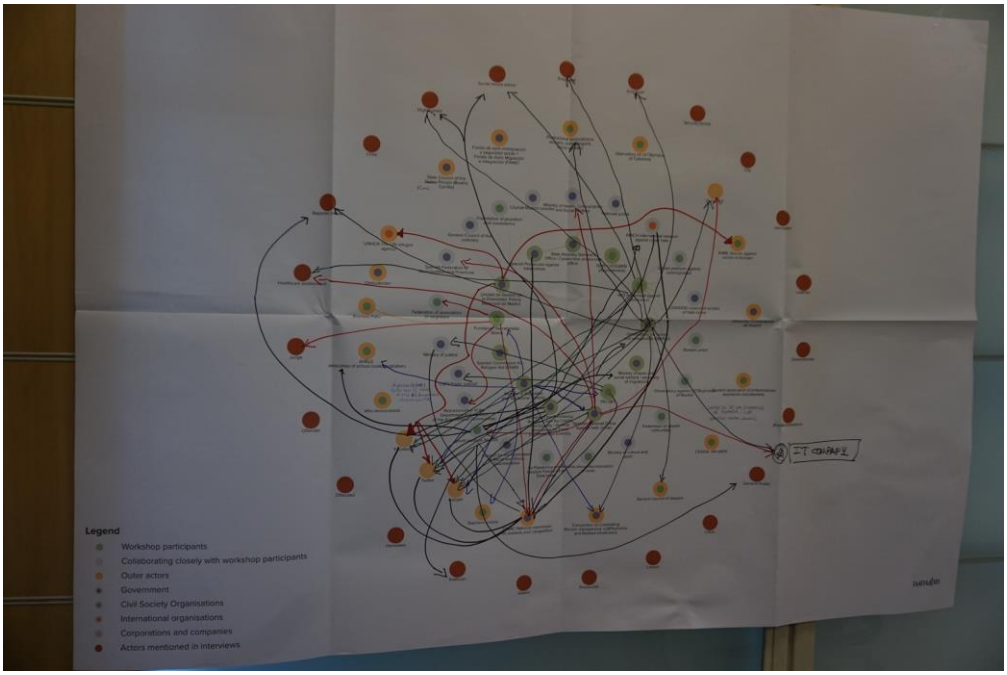
Finally, the different intervention models were brought together in an evolutionary timeline, in order to sketch out pathways of change. The exercise was plenary.

Few participants were able to stay for the duration of the whole workshop so unfortunately the last two exercises produced less content than expected.

6.2 Workshop results

- Future collaborations

The result of the exercise carried out on the actors' map shows the aspiration of the participants for a very dense network of collaborations



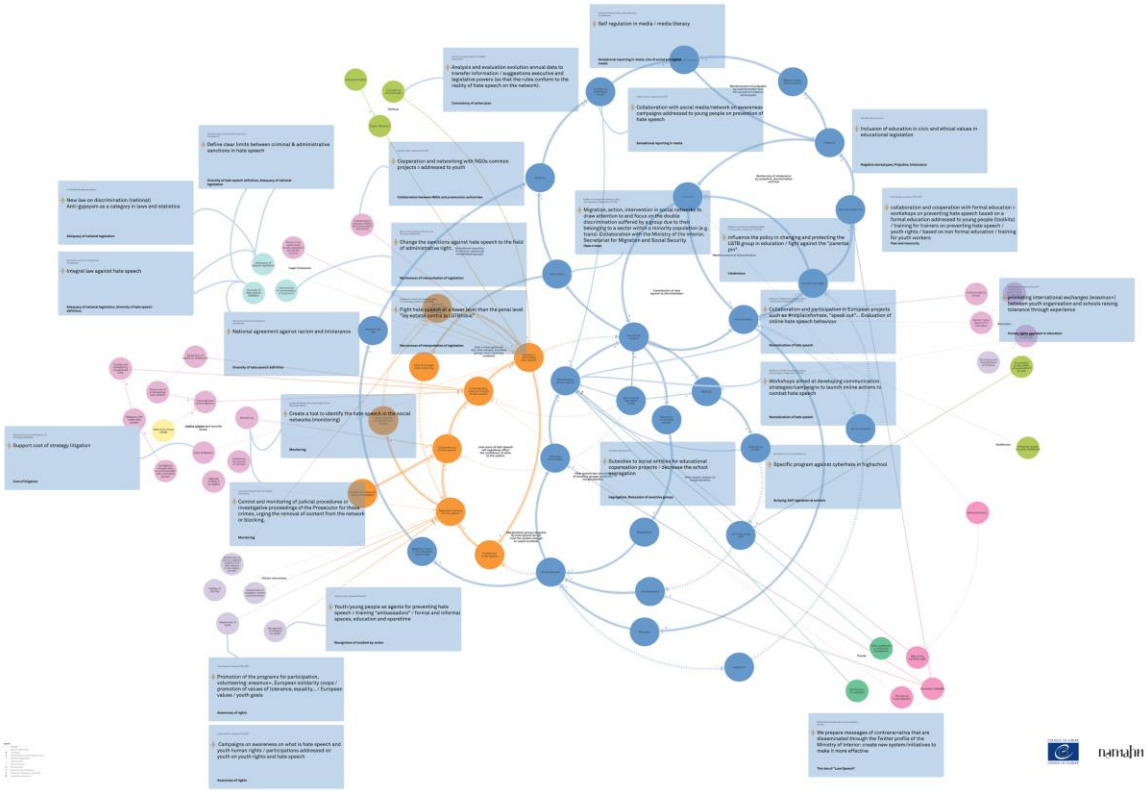
Some highlights:

- The actors with the most inward arrows were representatives of main social media platforms (Twitter and Facebook), Google and the National Commission on Markets and Competition, showing the key role they could play with many actors.

- The actors with the most outward arrows were the Observatory for Racism and Xenophobia (OBERAX) and the National Office Against Hate Crimes, showing their key role in collaborating and co-ordinating with other actors.
- Most desired future collaborations are between different kind of actors, across systems.

- Interventions added to the [system map]

SYSTEM MAP WITH INTERVENTIONS



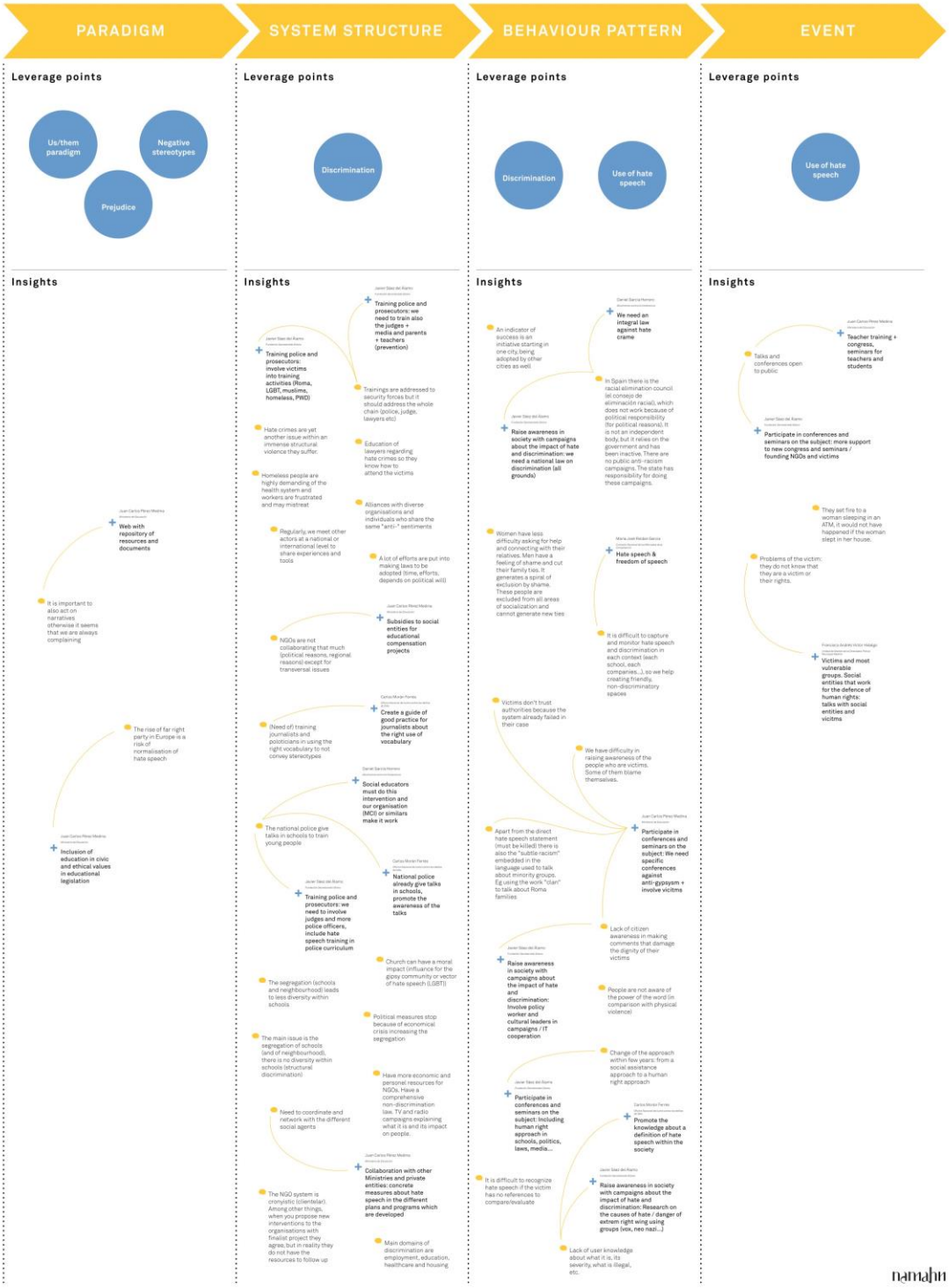
The darker the blue, the more references were made to this specific variable.

Intervention	Organisation	System map variable
Define clear limits between criminal and administrative sanctions in hate speech	Comisión Nacional de los Mercados y la Competencia	Diversity of hate speech definition, Adequacy of national legislation
New law on discrimination (national) - anti-gypsism as a category in laws and statistics	Fundación Secretariado Gitano	Adequacy of national legislation
Integral law against hate speech	Movimiento contra la Intolerancia (presidente)	Adequacy of national legislation, Diversity of hate speech definition
Cooperation and networking with NGOs common projects > addressed to youth	Instituto de la Juventud (INJUVE)	Collaboration between NGOs and prosecution authorities
National agreement against racism and intolerance	Movimiento contra la Intolerancia (presidente)	Diversity of hate speech definition
Change the sanctions against hate speech to the field of administrative right.	Observatorio Español del Racismo y la Xenofobia (OBERAXE)	Narrowness of interpretation of legislation
Support cost of strategy of litigation	Observatorio Español del Racismo y la Xenofobia (OBERAXE)	Cost of litigation
Create a tool to identify the hate speech in the social networks (monitoring)	Unidad de Gestión de la Diversidad, Policía Municipal Madrid	Monitoring
Control and monitoring of judicial procedures or investigative proceedings of the Prosecutor for these crimes, urging the removal of content from the network or blocking	Fiscalía de Delitos Informáticos	Monitoring
Promotion of the programs for participation, volunteering: Erasmus+, European solidarity coops / promotion of values of tolerance, equality... / European values / youth goals	Instituto de la Juventud (INJUVE)	Awareness of rights
Awareness of rights: awareness campaigns on what is hate speech and youth human rights / participations addressed on youth on youth rights and hate speech	Instituto de la Juventud (INJUVE)	Awareness of rights

Youth/young people as agents for preventing hate speech > training "ambassadors" / formal and informal spaces, education and spare time	Instituto de la Juventud (INJUVE)	Recognition of incident by victim
Analysis and evaluation of annual data to transfer information / suggestions to the executive and legislative powers (so that the rules conform to the reality of hate speech on the network).	Fiscalía de Delitos Informáticos	Consistency of action plan
Fight hate speech at a lower level than the penal level "ley estatal contra la LGTBfobia"	Federación Estatal de Lesbianas, Gays, Transexuales y Bisexuales (FELGTB)	Narrowness of interpretation of legislation
Migration, action, intervention in social networks to draw attention to and focus on the double discrimination suffered by a group due to their belonging to a sector within a minority population (e.g. trans). Collaboration with the Ministry of the Interior, Secretariat for Migration and Social Security.	Federación Estatal de Lesbianas, Gays, Transexuales y Bisexuales (FELGTB)	Hate crimes
Collaboration and participation in European projects such as #noplaceforhate, "speak out"... Evaluation of online hate speech behaviour	Federación Estatal de Lesbianas, Gays, Transexuales y Bisexuales (FELGTB)	Normalisation of hate speech
Workshops aimed at developing communication strategies/campaigns to launch online actions to combat hate speech	Federación Estatal de Lesbianas, Gays, Transexuales y Bisexuales (FELGTB)	Normalisation of hate speech
Subsidies to social entities for educational compensation projects / decrease the school segregation	Ministerio de Educación	Segregation, Relocation of sensitive groups
Specific program against cyberhate in high school	Movimiento contra la Intolerancia	Bullying, Self regulation at schools
Collaboration with social media/network on awareness campaigns addressed to young people on prevention of hate speech	Instituto de la Juventud (INJUVE)	Sensational reporting in media
Inclusion of education in civic and ethical values in educational legislation	Ministerio de Educación	Negative stereotypes, Prejudice, Intolerance

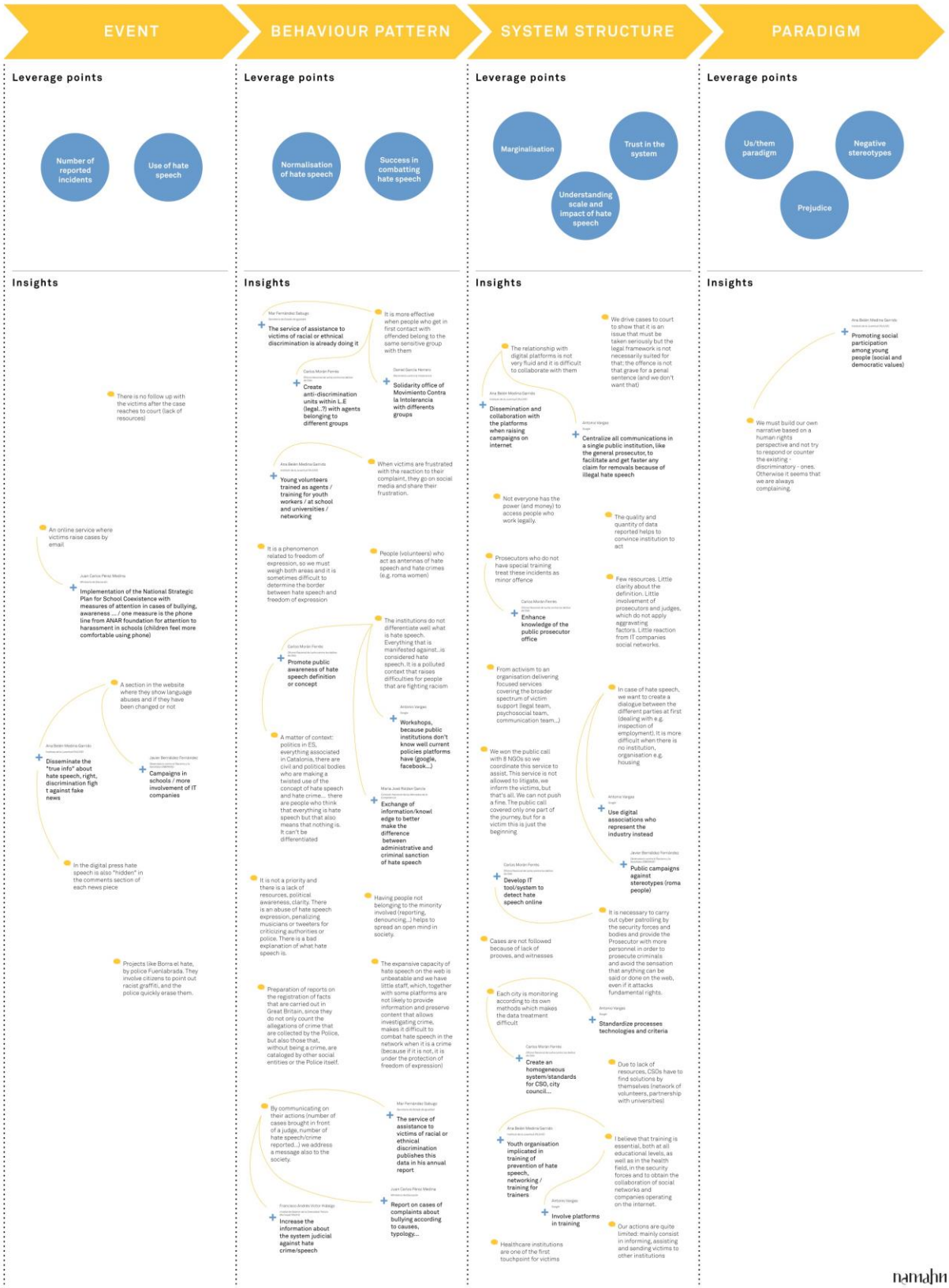
Influence the policy in changing and protecting the LGTB group in education / fight against the "parental pin"	Federación Estatal de Lesbianas, Gays, Transexuales y Bisexuales (FELGTB)	Intolerance
Collaboration and co-operation with formal education > workshops on preventing hate speech based on a formal education addressed to young people (toolkits) / training for trainers on preventing hate speech / youth rights / based on non-formal education / training for youth workers	Instituto de la Juventud (INJUVE)	Fear and insecurity

- Interventions in response to interviews and surveys quotes



EFFECTS

How to treat hate speech after the event



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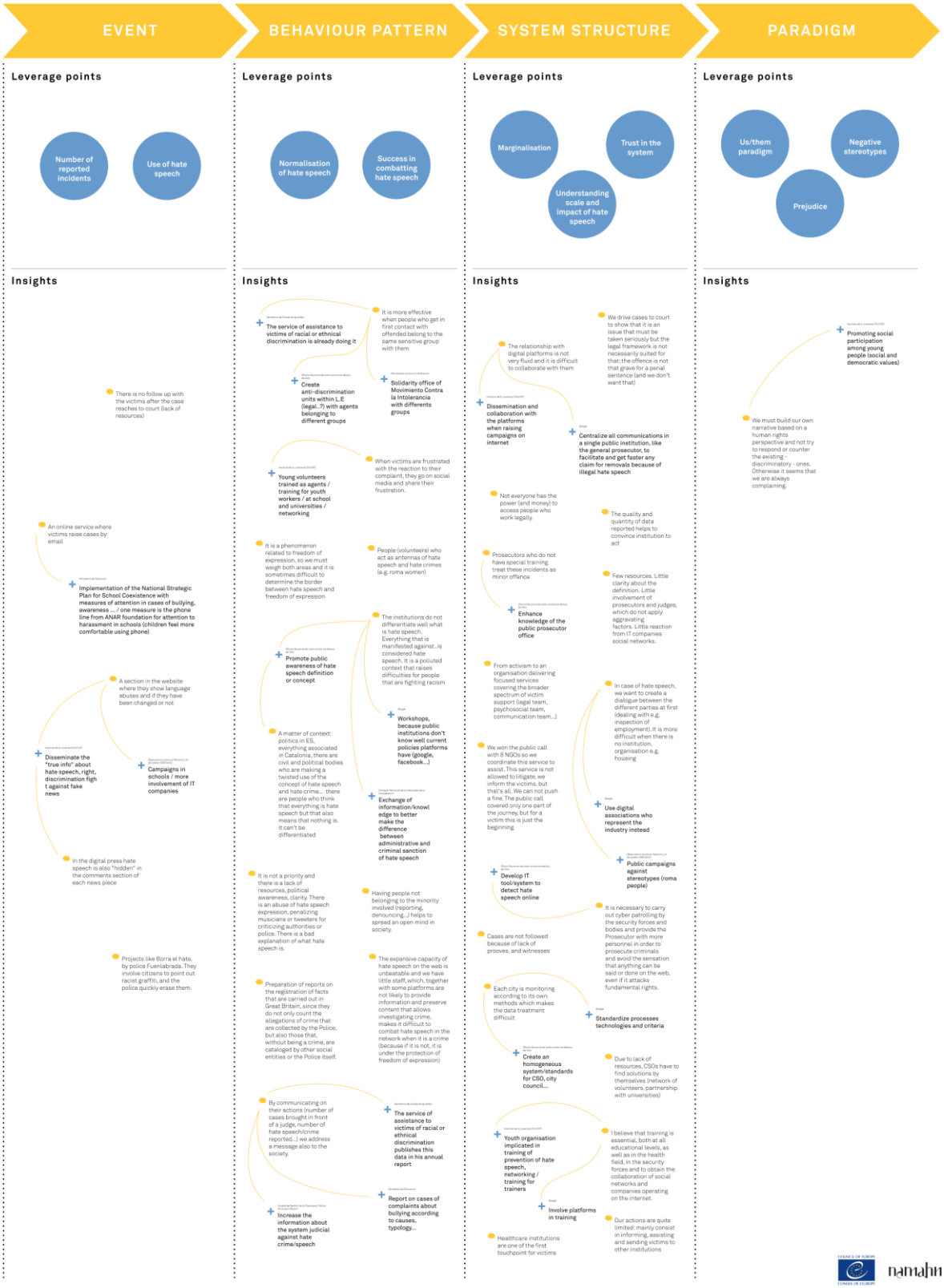
EFFECTS

How to treat hate speech after the event



The following table catalogues the new interventions mapped under “Cause”

Intervention	Organisation	Domain
Web with repository of resources and documents	Ministerio de Educación	Paradigms, myths and deep social causes
Inclusion of education in civic and ethical values in educational legislation	Ministerio de Educación	Paradigms, myths and deep social causes
Raise awareness in society with campaigns about the impact of hate and discrimination: Involve policy worker and cultural leaders in campaigns / IT cooperation	Fundación Secretariado Gitano	Behaviour patterns
Participate in conferences and seminars on the subject: Including human right approach in schools, politics, laws, media...	Fundación Secretariado Gitano	Behaviour patterns
Victims and most vulnerable groups. Social entities that work for the defence of human rights: talks with social entities and victims	Unidad de Gestión de la Diversidad, Policía Municipal Madrid	Behaviour patterns
Raise awareness in society with campaigns about the impact of hate and discrimination: Research on the causes of hate / danger of extreme right wing using groups (Vox, neo nazi...)	Fundación Secretariado Gitano	Behaviour patterns
Promote the knowledge about a definition of hate speech within the society	Oficina Nacional de Lucha contra los Delitos de Odio	Behaviour patterns
Participate in conferences and seminars on the subject: We need specific conferences against anti-gypsism + involve victims	Fundación Secretariado Gitano	Behaviour patterns
Teacher training + congress, seminars for teachers and students	Ministerio de Educación	Events
Participate in conferences and seminars on the subject: more support to new congress and seminars / funding NGOs and victims	Fundación Secretariado Gitano	Events

Training police and prosecutors: we need to train also the judges + media and parents + teachers (prevention)	Fundación Secretariado Gitano	System structures
Training police and prosecutors: involve victims into training activities (Roma, LGBT, Muslims, homeless, PWD)	Fundación Secretariado Gitano	System structures
Subsidies to social entities for educational compensation projects	Ministerio de Educación	System structures
We need an integral law against hate crime	Movimiento contra la Intolerancia	System structures
Raise awareness in society with campaigns about the impact of hate and discrimination: we need a national law on discrimination (all grounds)	Fundación Secretariado Gitano	System structures
Create a guide of good practice for journalists about the right use of vocabulary	Oficina Nacional de Lucha contra los Delitos de Odio	System structures
Training police and prosecutors: we need to involve judges and more police officers, include hate speech training in police curriculum	Fundación Secretariado Gitano	System structures
Collaboration with other Ministries and private entities: concrete measures about hate speech in the different plans and programs which are developed	Ministerio de Educación	System structures
Web with repository of resources and documents	Ministerio de Educación	Paradigms, myths and deep social causes
Inclusion of education in civic and ethical values in educational legislation	Ministerio de Educación	Paradigms, myths and deep social causes

The following table catalogues the new interventions mapped under “Effect”

Intervention	**Organisation**	**Domain**
Promoting social participation among young people (social and democratic values)	Instituto de la Juventud (INJUVE)	Paradigms, myths and deep social causes

Create anti-discrimination units within legal entities with agents belonging to different groups	Oficina Nacional de Lucha contra los Delitos de Odio	Behaviour patterns
Solidarity office of Movimiento contra la Intolerancia with different groups	Movimiento contra la Intolerancia	Behaviour patterns
Young volunteers trained as agents / training for youth workers / at school and universities / networking	Instituto de la Juventud (INJUVE)	Behaviour patterns
Workshops, because public institutions don't know well current policies platforms have (Google, Facebook...)	Google	Behaviour patterns
Exchange of information/knowledge to better make the difference between administrative and criminal sanction of hate speech	Comisión Nacional de los Mercados y la Competencia	Behaviour patterns
Report on cases of complaints about bullying according to causes, typology...	Ministerio de Educación	Behaviour patterns
Increase the information about the system judicial against hate crime/speech	Unidad de Gestión de la Diversidad, Policía Municipal Madrid	Behaviour patterns
Promote public awareness of hate speech definition or concept	Oficina Nacional de Lucha contra los Delitos de Odio	Behaviour patterns
Implementation of the National Strategic Plan for School Coexistence with measures of attention in cases of bullying, awareness ... / one measure is the phone line from ANAR foundation for attention to harassment in schools (children feel more comfortable using phone)	Ministerio de Educación	Events
Campaigns in schools / more involvement of IT companies	Observatorio Español del Racismo y la Xenofobia (OBERAXE)	Events
Disseminate the "true info" about hate speech, rights,	Instituto de la Juventud (INJUVE)	Events

discrimination fight against fake news		
Dissemination and collaboration with the platforms when raising campaigns on internet	Instituto de la Juventud (INJUVE)	System structures
Centralize all communications in a single public institution, like the general prosecutor, to facilitate and get faster any claim for removals because of illegal hate speech	Google	System structures
Enhance knowledge of the public prosecutor office	Oficina Nacional de Lucha contra los Delitos de Odio	System structures
Use digital associations who represent the industry instead	Google	System structures
It is important to have a complete support for the victims (legal, social and psychological)	Movimiento contra la Intolerancia	System structures
Create an homogeneous system/standards for CSO, city council...	Oficina Nacional de Lucha contra los Delitos de Odio	System structures
Standardize processes technologies and criteria	Google	System structures
Develop IT tools/systems to detect hate speech online	Oficina Nacional de Lucha contra los Delitos de Odio	System structures
Youth organisations implicated in training for the prevention of hate speech, networking / training for trainers	Instituto de la Juventud (INJUVE)	System structures

Intervention models

During the intervention models exercise workshop participants focused on:

- The national legislation for administrative handling of hate speech cases
- Awareness campaigns
- Training and ambassador programs targeting mainly the youth
- Sharing of resources between organisations
- A tactical working group with a composition similar to the workshop

One of the major insights that came out during the exercise was the required political conditions for addressing hate speech more effectively. Namely these are:

- Political stability. At the time of the workshop, the Spanish political leadership was in a flux state, shortly out of elections with no government formed yet.

- Political will. The political leadership must understand the urgency of addressing hate speech in order to promote changes in legislation and the introduction of national anti-hate speech law.

NGO of victims, Associations, CSO
Involve victims of hate speech to know better and to train (roma, LGBT, muslim, migrant, ...)
Fight against fake news : counter-narratives
Prepare / create messages of counter-narratives
IT companies, Cybercrime units, Oberaxe
Create a tool to identify theh hate speech in the social network
NGO CSO Police
Training fot teachers, parents, youth workers, judges, training for trainers
TV companies, Press, Radio, Facebook, Twitter, Google
Collaboration with social media on awareness campaigns
Ministry of justice, interior and equality
Define clear limits between criminal and administrative sanctions in hate speech
INJUVE
Youth as agent of prevention of hate speech
- Awareness
- Training
ECRI, OSCE / ODIHR, FRA, EU commission, CoE, UN, INACH, ENAR
Using international standards on hate speech (ECRI, n°15, OSCE, FRA, CoE, ...)
AIM
KNOWING BETTER WHAT IS HATE SPEECH
NGO CSO Police
Exchange of information and knowledge
Prosecutors, Judges, General attorney, Police
Publishing data of cases on hate speech (case law, examples)
Inclusion of education in civic and ethical values in educational legislation
INJUVE
Promoting social participation amoung young people: social values & democratic values
Create a working group to share status and best practicies
Oberaxe ministry of interior
Web repository of resources and documents
Ministry of education, Regional authorities on education
Specific program against cyberhate in highschool
Workshop on ellaboration of awareness campaigns strategies online preventing hate speech
Talks and seminars in schools - dissemination
Use of non formal education training methodology (collaboration & cooperation, toolkits)
Public campaigns against stereotypes
NGO's Administration
Talks against hate speech and fake news
NGO's Observation Institutions
Data monitoring
Internet companies NGO's Law enforcemnt Administration
Sharing of data (Hate speech APP)
NGO's - (National / Local) Administration Law enforcement Educational system
General administrative law against intolerance and discrimination
Incorporate educational programs based on hate speech counter-narratives
Ministry of Education
Educational system reform
Training for complain gathering and victim support
Political will
Training of judges and prosecutors
Specify hate speech as "sanctioned"subject in the upcoming educational reform
Political stability
Core interventions
Secondary interventions
Prerequisites

7 Conclusions

In this chapter, we summarise the gaps, challenges and opportunities of the Spanish approach against hate speech that came up during the different project activities and conclude with some points the Namahn designers considered as the most interesting

7.1 Gaps, challenges and opportunities

Listed per project activity

- Desk research

Gaps:

- The Spanish action plan does not include interventions for eliminating the root causes of hate speech.

Challenges

- Monitoring of use of hate speech
- The processes in place for addressing hate speech, starting from the registration of a complaint by the authorities
- Collaboration and information exchange between diverse stakeholders

- Framing workshop

Gaps:

- Not all the targeted groups are protected by the law
- Citizen participation and sharing of experiences from the field to the "regime" level of national government and organisations.

Challenges:

- Stereotypes and prejudice in school books
- Bullying being downplayed by teachers
- The shared responsibility for education between national government and autonomous communities
- Lack of trust in the system by vulnerable groups
- The cases of hate speech that are not criminal offenses are dealt by administrative law, which varies from city to city and from region to region. The public lacks awareness of that regulatory discrimination.
- Collaboration between authorities and NGO`s
- There are very specific requirements that need be communicated regarding the collection of evidence for hate speech online, since they might have been taken down by the time the case reaches the court
- The delay of application of national legislation changes across the country

- ## Interviews

Gaps:

- There is a lot of focus on the education of security forces, but there is a need for training of all the stakeholders participating in the judicial process (security forces - lawyers - judges)
- The inclusion of healthcare system representatives in action plan discussions and workshops.
- Lack of collaboration between NGOs.
- The Racial Elimination Council is not an independent body
- There is no national legislation for the administrative regulation of hate speech

Challenges:

- Certainly, a lot of incidents never get registered or measured because the offended do not recognise the offence (their rights) or they do not know what to do (means of redress)
- The accessibility of legal aid
- For certain groups such as homeless people, hate speech is just another facet of structural violence
- The "subtle discrimination" under the user of specific vocabulary by press and media
- The abuse of the term “hate speech” to describe opposing opinions.
- The "horizontal" service provision by NGOs to vulnerable groups, versus the "vertical" funding by European Institutions. For example, being funded only for a single step on the journey of hate speech, instead of being funded to accompany the victim along the journey.
- Often cases are brought to court more for exposure than punishment.
- Each city is monitoring according to its own methods which makes the data treatment difficult

Opportunities:

- Use the adoption in other contexts (e.g. cities) as an indicator when evaluating counter hate speech initiatives.
- Members of sensitive groups acting as "hate speech antennas" for their group
- Registration of hate speech as an event, regardless if it escalates into an official complaint or not
- Improvement and consolidation of data gathering

- ## Reframing workshop

Opportunities and future action

- Common digital repository of resources for campaigns against hate speech
- Workshops for public servants to understand the policies of social media platforms
- Anti - hate speech ambassadors / agents
- Centralise all communications with social media and IT companies in a single public institution
- Reach out to digital groups and associations that represent systems with no formal top-down organisational structure e.g. housing
- Standarisation of technology, criteria and process for measuring hate speech
- Tactical working group against hate speech

7.2 Points to consider

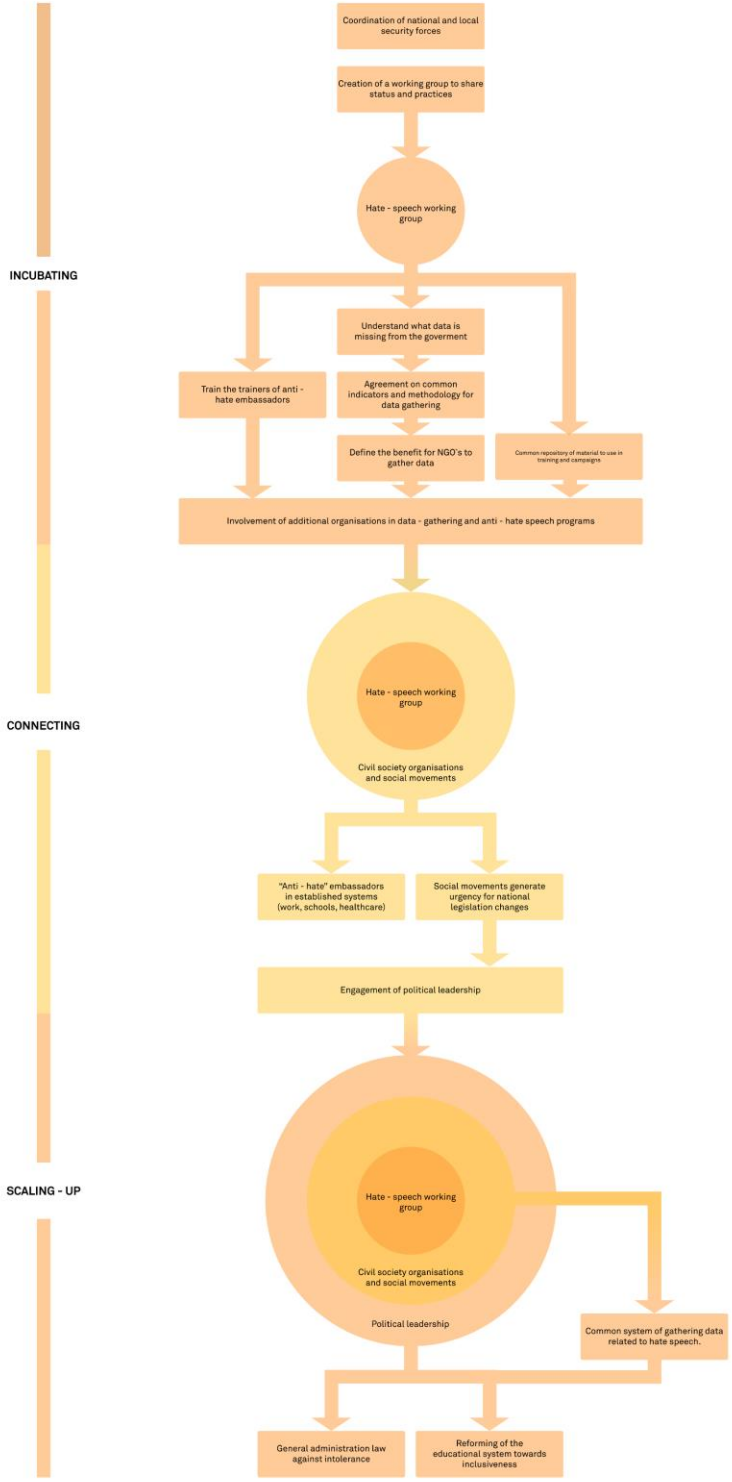
By reflecting on the data gathered throughout the project we can conclude the following:

- The main focus of addressing hate speech in Spain is adequate **legislation**, with a challenge being the political system itself; the decision-making power regarding related measures and their adoption is distributed across different levels of governance. The ECRI recommendation does not provide specific advice according to different governance models (centralised vs. distributed).
- The **political will** to address hate speech emerged as a key leverage point by the end of a project for Spain. While the ECRI recommendation suggests several measures related to raising awareness and highlighting its impact, it does not specify who stands at the receiving end. It would be useful classify recommendations according to their target audience.
- For the workshop participants, **gathering data** regarding hate speech is not only a means to understand hate speech but also to raise the level of urgency of politicians.
- **Consolidating data** from different sources is considered one of the biggest challenges for the workshop participants with a lot of preparatory steps. Research already exists on the methods currently applied, the type of data gathered and its flows. [1] In order to move to a common framework of gathering data, the participants considered an agreement on methodology as a prerequisite for moving forward. Another approach would be to understand the current difficulties different organisations meet when they gather data and come up with a method that helps actor surpass some of their current challenges.
- The **responsibility of gathering data** related to hate speech lies currently and primarily on two actors; national and local security forces and NGOs. NGOs deal with hate speech through their role as support and social service providers for vulnerable groups. The security forces have come to forefront because of the affiliation of hate speech with criminal behaviour. However, the cases of hate speech related to actual crime are very rare. During the interviews people talked about members of vulnerable communities taking up the role of “hate speech antennas” while during the reframing workshop people talked about anti-hate speech ambassadors. Both describe the need of a first person of contact more informal than the security forces.
- Another interesting point that came up during the second workshop is that any contribution requested from civil society on addressing hate speech must come with a **clear value proposition**, as a “win-win” situation for all parties involved.
- There is a lot of focus right now on internet companies and a wish for more collaboration with them from different organisations. If we measure the arrows that the workshop participants drew pointing at social media networks, we can easily imagine a scenario where internet companies receive too many requests to handle. An idea that came up during the second workshop was to define a **single point of contact in government for internet and tech companies**. Furthermore, when addressing social media platforms, currently a top-down approach is followed, as government and civil society organisations operating at national level try to reach the management of such platforms. At the same time, a bottom-up approach should be applied as well, leveraging the tools offered by these platforms.

[1] Research has been carried out by Facing Facts on ‘Connecting hate crime data in Spain’ https://www.facingfacts.eu/final-spain-country-report/

7.3 Roadmap for change

The workshop participants created the following [roadmap to improve the national response to hate speech in Spain.]



The roadmap is divided into phases grouping the different steps that participants identified as being necessary to improve the current national response to hate speech

Incubation phase:

- During incubation phase, national and local security forces coordinate and establish a common approach on addressing hate speech, trying to foresee the establishment of national administrative law.
- In the meantime, the group of participants establish a tactical working group.
- The goal of the working group is to create a common repository of resources such as campaign materials but also evaluate what kind of data is missing from the government and reach out to other organisations to agree on indicators and data gathering methodology. An important activity is also to define clear benefits for organisations to engage and collaborate with the working group.
- Another activity during incubation is the “training of trainers of ambassadors”. Ambassadors is an idea picked up from previous exercise about volunteers who are designated first person of contact for victims of hate speech within different systems.

Connecting phase:

- During the connecting phase, the working group leverages the common repository and the awareness raising campaigns of its members to widen the range of actors involved and gain critical mass.
- With the gained critical mass, the ambassadors program kicks off and creates touchpoints of hate speech observation within the systems of work, education and healthcare.
- The goal of this phase is to raise the level of urgency across social movements for demanding a national legislation against intolerance.

Scale-up phase

- During the scale-up phase, the efforts related to data gathering initiated during the incubation phase lead to a common system of gathering hate-speech related data. The gathered data is used as evidence for need of legal reforms.
- The political leadership starts paying attention, forwarding the adoption of national legislation against intolerance and the reform of the educational system for more inclusion.