



HATE MAP OF BRAZIL



WORDS HEAL THE WORLD

Words Heal the World is a non-profit organisation registered in the UK that aims to empower young people to tackle different types of extremism and helps increase the visibility of 25 institutions that promote peace worldwide. It is currently active in the UK, Brazil, and Latin America. The pioneer work developed by Words Heal the World was recognised by Michigan State University (USA), which gave it the Transcendence Award. The NGO was also nominated to the Luxembourg Peace Prize.

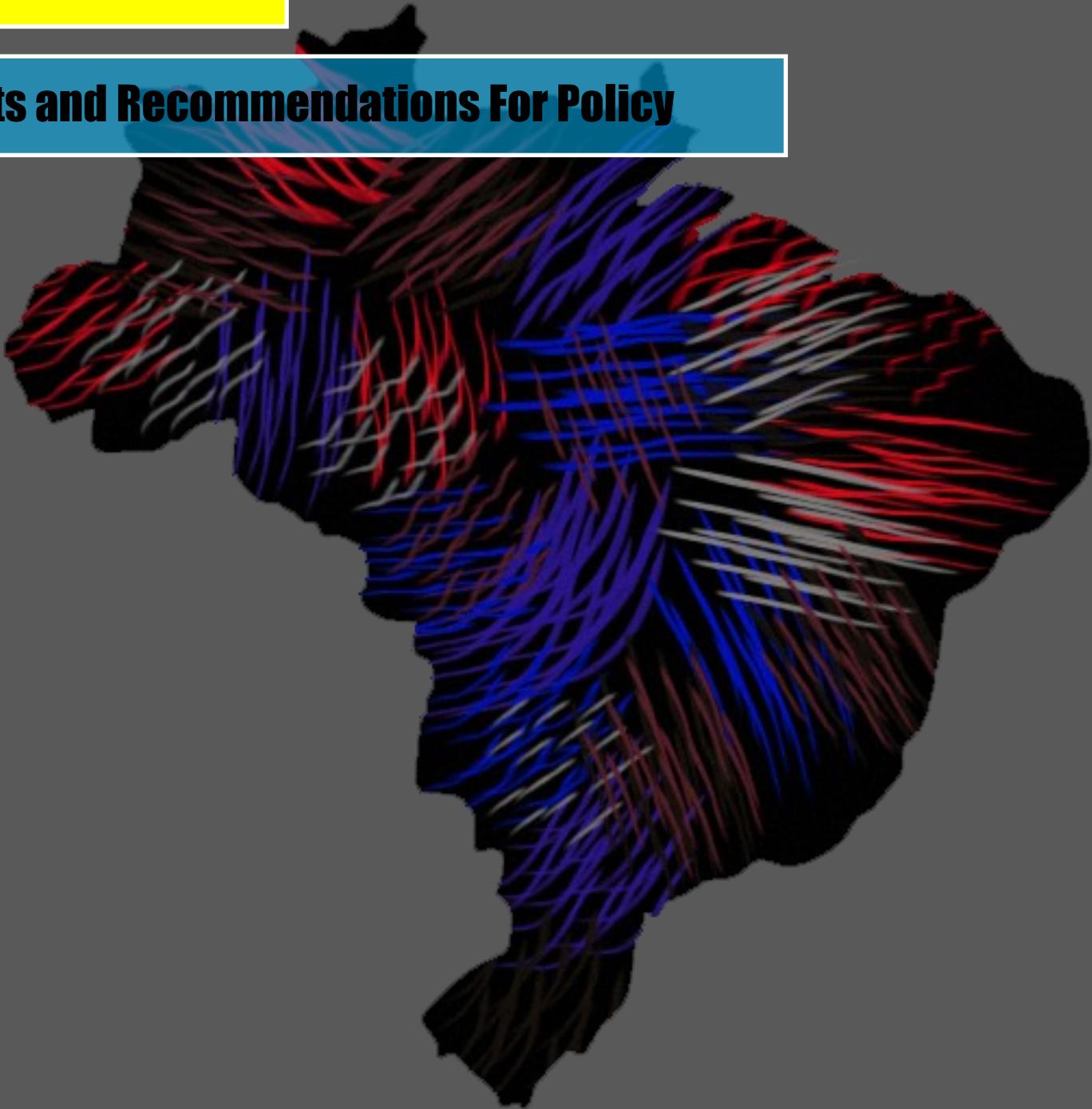


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HATE MAP

OF BRAZIL

Insights and Recommendations For Policy



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TABLE OF CONTENTS

Foreword.....	7
Preface.....	10
Acknowledgments.....	12
1. Key findings	14
2. Introduction	20
Beatriz Buarque	
3. Methodology: understanding the Hate Map.....	24
4. Hate crimes under the scope of the Brazilian Legal System	27
Marcio Cretton	
5. Hate Crimes recorded in 2018.....	31
5.1 Racial hate crimes	
5.2 Sexual orientation hate crimes (towards LGBT community)	
5.3 Gender hate crimes (femicide)	
5.4 Religious hate crimes	
5.5 Origin hate crimes (national origin)	
6. Hate Complaints recorded in 2018.....	50
6.1 Racial hate complaints	
6.2 Sexual orientation hate complaints (towards LGBT community)	
6.3 Gender hate complaints (femicide complaints and women who demanded protection)	
6.4 Religious hate complaints	
6.5 Origin hate complaints	

7. Crimes and Complaints.....	69
7.1 Race	
7.2 Sexual Orientation (towards LGBT community)	
7.3 Gender (femicide)	
7.4 Religion	
8. Conclusions.....	79
9. Actionable recommendations.....	83
10. References.....	85

FOREWORD

Hate crimes: Why monitoring and addressing them matters

Extremist violence is a threat to security and above all to our societies and their values. It targets solidarity, social cohesion and democracy. While countries all over the world try to take measures to counter extremist attacks, it is often forgotten that the phenomenon of violent extremism is only the tip of the iceberg. Moreover, the rest of the iceberg is not that much hidden underwater. Before the hand of an extremist grabs a weapon or a knife in order to kill, words have set the targets. Hate speech - whether published online or by traditional means - prepares the ground for the violence to come.

Hate speech makes words bullets against those who are different in race, religion, sexual orientation, whatever characteristic is perceived as reason to hate another human being. Political ideologies or even distorted religious views can create the vocabulary of hate that gives an easy answer to problems and grievances, to fear, creating an escape goat that needs to be attacked; first verbally and at some point physically.

We cannot pretend as society that the horrible extremist violent attacks that take place in various countries have nothing to do with the hate that exists and is expressed, especially online. It can be indeed that such an incident is an isolated one, the work of an individual that is detached from social reality. Nevertheless, in most cases, extremist attacks are the work of people who belong in an ideological or religious network that feeds hate to its supporters and gets fed by it too. It is the rhetoric of hate that works as recruitment tool and as a call for action. Whether we are talking about Islamist extremist groups or far-right groups or any other group using violence in an ideological or religious context, how hate is used to polarize people and create enemies remains the same. Haters lose the ability to feel empathy for those people who become the enemy with no longer human value and at first they feel they can use them as "legitimate targets" for words full of hatred, threats and insults and afterwards for physical attacks.

Social media and the web in general have given people the venue to express themselves and communicate. Conspiracy theories, targeting specific segment of the population as responsible for the evils of this world prepare the ground for hate speech, easily spread without boundaries. People use social media profiles and groups as the space to express views that in the past would not have dared to do so openly, not even among friends.

They are able to connect with other haters and inspire one another in the rhetoric of hate, even organize action.

Victims of hate speech need the protection of the law before they become victims of a physical attack. Civil law and criminal law rules must be in effect for targeted people to seek protection and even compensation for what they have been through. In addition, hate attacks need to be monitored by authorities and prosecuted as such, because it is important that this type of crime is addressed for its underlying reason: bias and discrimination building up hate. Of course from a practical point of view, it is true that sometimes police, prosecution and judicial authorities can work better with prosecuting hate crime based on the basic legal definition of a criminal behavior without the motive of hate. It is easier to prosecute a homicide, or an assault, without having to gather evidence and prove in front of court the motive of hate. Nevertheless, first of all in many cases the motivation of hate can be established with evidence from the socialization and prior activity of the defendant and secondly there is also the moral parameter of this dimension. The state has to show that it protects all its citizens, it disapproves hate and refuses to tolerate it. Unless hate crimes are monitored and registered for what they are, neither the state, nor the society can fight a phenomenon they do not acknowledge as existing in its true size.

An important step towards preventing and countering hate crime is deconstructing the hate rhetoric in an appropriate way. While in some states the logic of bans seems to prevail, it is doubtful if this alone can have a positive result. Apart from issues of civil liberties that can arise (using this bans as pretext to curb free speech that governments may want to silence), another danger that must be dealt with is that hate ideologies thrive on bans that mystify them and add to their appeal. What is needed above all is a coordinated effort to expose the lies behind ideologies of hate. State and non-state actors, political streams and also religions (with their leaders representing the love of God towards humanity and brotherhood of all, instead of division) have to join forces, use all the modern ways available and take advantage of their impact in society.

Hate crime is exactly what the phrase implies: a crime based on hate. As hate is the defining parameter of this criminal behavior, it cannot go unnoticed or unregistered as motivation. Because it is more than a feeling, it is an attitude towards fellow human beings. The parts of society that get victimized have the right to have their victimization recognized for what it is. They need protection from the hate echoing stereotypes and lies, poisoning society and undermining their position in social reality and depriving them of the ability to enjoy life in the same terms like others. Countering hate crime is not just an aspect of counter crime policy. It is predominately the recognition that all people are equal, deserving to be treated with the dignity of a human being.

Dr. Maria Chr. Alvanou, Criminologist- C/PVE expert

PREFACE

Hate crime is not a well-known concept in Brazil even though it is legally defined. Black people, homosexuals, followers of African religions are often victims of discrimination and physical assaults. However, they hardly use the word hate to describe the offense that left emotional (and sometimes physical) scars on them.

Brazil is a country famous for its natural beauty, friendly people, and diverse culture. How can hate flourish in such an environment? Well, Brazil is also a country with a colonial past that remains much alive within its structure. When the Portuguese royal family came to Brazil, it brought the belief that black people are born to serve the white, that women are inferior to men and, from the religious perspective, it brought the belief that Christianity is superior to other religions and that homosexuality is a sin. Slavery and inquisition no longer exist but the strong dislike towards black people, homosexuals, and individuals from other religions (especially those ones influenced by African creeds) have endured. This strong dislike is the meaning of the word hate.

The second part of the answer to the question above comes not from the past but from the present. Brazil is not detached from the global market in the sense that its individuals also share the advantages and disadvantages of digital media. The expression *hate speech*, largely used to describe messages that incite hate towards an individual or a group of people, was never on the spotlight as it is today. Many democratic states are seriously concerned about the relationship between hate speech and polarisation, the growing number of hate crimes, and the spread of radical ideologies that fuel violent extremism. Only in 2018, the NGO Safernet, which promotes human rights on the internet in Brazil since 2005, recorded 925 complaints of websites that were inciting hate.

If historical hate has found a powerful medium to expand in Brazil, shaping a vicious circle that seems to have encouraged more and more people to use words as weapons without any kind of regret, why haven't hate crimes been monitored in our country? One of the possible explanations may rely on the fact that Brazil is already affected by another type of violence that claims the lives of thousands of people annually: urban violence. According to the latest Brazilian Atlas of Violence released by the NGO *Fórum Brasileiro de Segurança Pública*, homicide rates in Brazil reached its highest numbers in 2017: 65,602. It is almost 31,6 homicides per inhabitant. Conflicts with criminal gangs make headlines everyday with shocking images of victims, Brazilian citizens whose lives were taken. Urban violence seems to have shadowed crimes that are motivated by hate.

Although urban violence is one of the main problems faced by the country, hate crimes must not be overlooked because: (1) hate leaves scars that go beyond the body. It traumatizes individuals and many times prevent them from the freedom to come and go — a basic human right; (2) hate is often used as a justification to kill someone and, in this sense, authorities will only be capable of preventing the murder if they monitor this type of crime. Before killing someone, an individual usually voices his/her hate and/or express it with gestures/attitudes; (3) hate harms social cohesion and thereby it increases social gaps, expanding divisions between black and white groups, women and men, heterosexuals and homosexuals, Christians and non-Christians.

In order to properly address this problem, states must identify its trends and, to do so, they must have a federal monitoring scheme that turns evident which types of hate crime are more critical in which regions. This system is of main importance to allocate resources in an efficient way to prevent this type of crime.

Brazilians are aware of the existence of racist, homophobic, xenophobic, religious intolerant behaviour but they have never seen it in official numbers. How can we tackle a problem if we don't know its dimension? Many people have been victims of hate in this country that, interestingly, is well-known for its love. Love for its culture. Love for its music. Love for its football. I hope this study highlights the importance of monitoring and tackling hate crimes. After all, there is still time to prevent the appearance of more scars made in the name of hate — a strong feeling that is incompatible with a country that proudly says “my be**loved** Brazil”.

A handwritten signature in black ink on a light yellow background. The signature is cursive and appears to read 'Beatriz Buarque'.

Beatriz Buarque
CEO and founder
Words Heal the World

ACKNOWLEDGEMENTS

Words Heal the World gratefully acknowledges the effort spent by those involved in collecting data, preparing and commenting on this youth-led study about hate in Brazil.

Special thanks to Media students who volunteered with us to collect official data from Brazilian states, to the director of Words Heal Brazil, Isabella Guerreiro, and to the lawyer Paula Mattar, who kindly translated parts of the document into English.

We are also very grateful to the students Camelia Abdelhamid and Mercedes Duvall, who are part of Words Heal the World's team in London (University of Westminster). Camelia designed the cover of this study and Mercedes was responsible for proofreading the document.

The Brazilian states' willingness to help was also crucial to turn this study possible. Therefore, we would like to thank each Public Security Department that shared with us its records of hate crimes:

Rio Grande do Sul Public Security Department

Santa Catarina Public Security Department

Paraná Public Security Department

São Paulo State Public Security Department

Rio de Janeiro Public Security Department

Espírito Santo Public Security Department

Minas Gerais Public Security Department

Mato Grosso do Sul Public Security Department

Mato Grosso Public Security Department

Goiás Public Security Department

Tocantins Public Security Department

Bahia Public Security Department

Sergipe Public Security Department

Alagoas Public Security Department

Pernambuco Public Security Department

Paraíba Public Security Department

Rio Grande do Norte Public Security Department

Ceará Public Security Department

Piauí Public Security Department

Maranhão Public Security Department

Pará Public Security Department

Amapá Public Security Department

Amazonas Public Security Department
Roraima Public Security Department
Rondônia Public Security Department
Acre Public Security Department
Distrito Federal Public Security Department

The comparative analysis between the number of hate crimes recorded by the police and the number of complaints recorded by the Ministry of Woman, Family, and Human Rights would not have been possible without the kindness of the Ministry of Woman, Family, and Human Rights, which shared official data with us. We also thank the Justice National Council (CNJ) for having kindly shared with us the number of women who demanded protection in 2018.

Finally, a special thanks to everyone who contributed to this report, especially to the lawyer Marcio Cretton, who shared with us his knowledge on the Brazilian legal system; and Dr Maria Alvanou, who kindly agreed to writing about the importance of mapping hate crimes.

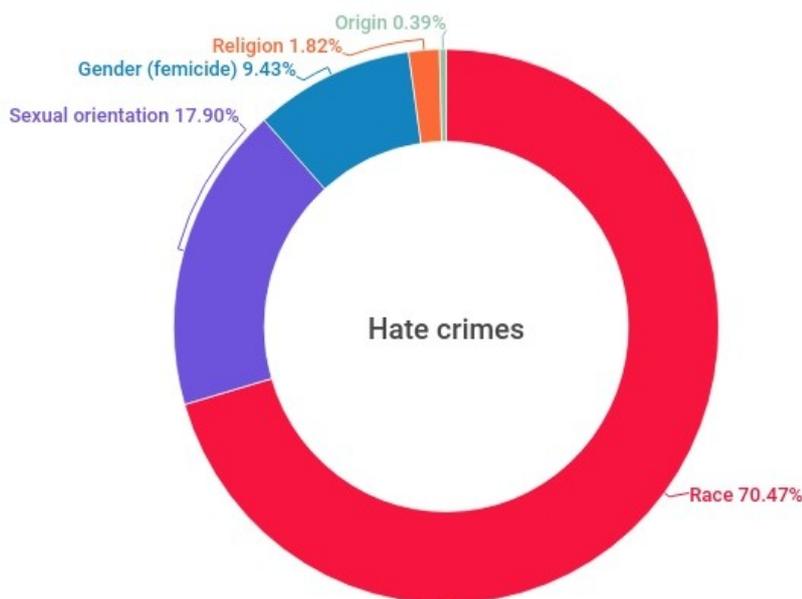
1. KEY FINDINGS

Hate crimes

In 2018, there were 12,098 hate crimes recorded by the police in Brazil. 1,175 (9.71%) of these hate crimes were homicides (1,141 femicides, 33 homicides motivated by prejudice based on sexual orientation, and 1 homicide motivated by prejudice based on origin).

Breaking the overall number of hate crimes recorded by the Brazilian police in 2018 we have:

- 8,525 (70.47%) hate crimes motivated by race;
- 2,165 (17.9%) sexual orientation hate crimes (towards LGBT community);
- 1,141 (9.43%) gender hate crimes (targeting women: femicides);
- 220 (1.82%) religious hate crimes;
- 47 (0.39%) origin hate crimes.



Hate crimes

- Although Brazil has a law that defines hate crimes as crimes motivated by bias based on race, colour, ethnicity, religion or national origin, only one state has records of all these types of hate crime: São Paulo. In addition to these hate crimes, the state also has records of crimes motivated by prejudice based on sexual orientation (the Brazilian Supreme Court decided on June 2019 that crimes motivated by bias based on sexual orientation should be classified as racial hate crimes).
- São Paulo, which is the Brazilian state with the largest population, recorded the highest rates of hate crimes motivated by prejudice based on race (1,625), sexual orientation (919), and origin (46).
- Minas Gerais recorded the highest rates of both femicide (156) and hate crimes motivated by bias based on religion (108).
- Although only 9 states and the Federal District recorded hate crimes motivated by bias based on sexual orientation (targeting LGBT community) in 2018, the overall number of sexual orientation hate crimes was placed on the 2nd position in the ranking of hate crimes recorded in Brazil.
- Only one type of hate crime was recorded in all states: femicide.
- 6 states affirmed they didn't record racial hate crimes in 2018. 1 state didn't answer the request made by our team (Maranhão).
- 21 states affirmed they didn't record religious hate crimes in 2018.
- Among the states that recorded religious hate crimes, it was impossible to identify trends on the most targeted religions due to lack of information.
- 17 states affirmed they didn't record sexual orientation (targeting LGBT community) hate crimes in 2018.
- 24 states and the Federal District affirmed they didn't record hate crimes motivated by bias based on origin in 2018.

- It was impossible to identify hate crimes linked to either right-wing or left-wing extremist groups due to the absence of enough information recorded by police officers.

- This table shows which types of hate crimes were recorded by Brazilian states in 2018:

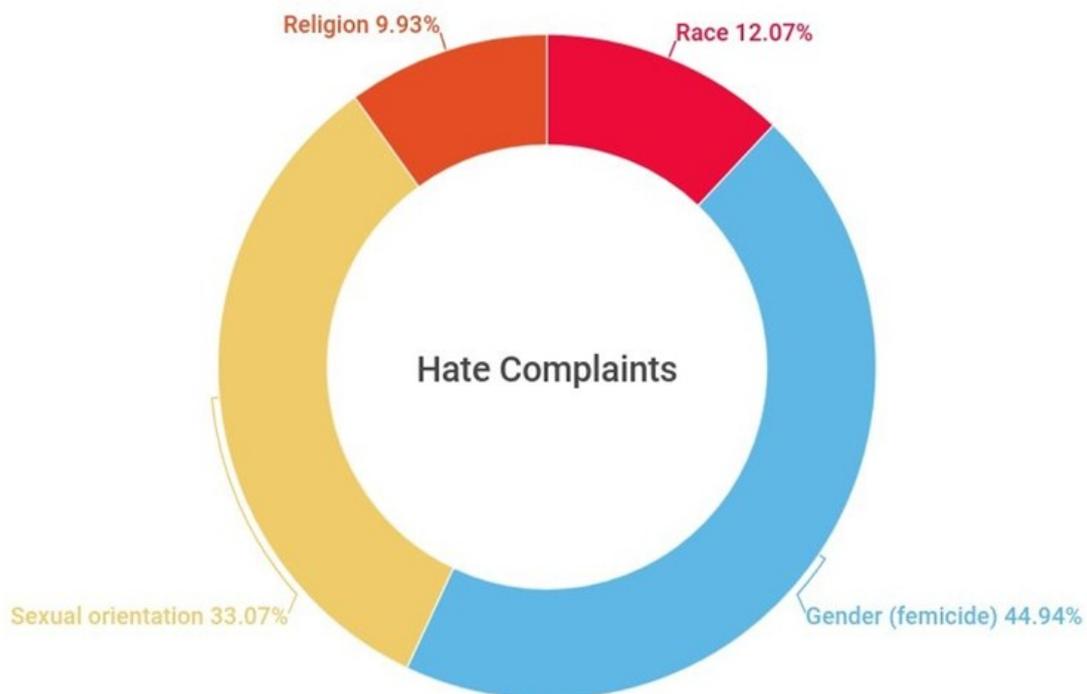
STATE	RACIAL	RELIGIOUS	SEXUAL ORIENTATION (towards LGBT)	GENDER (femicide)	ORIGIN
ACRE				•	
ALAGOAS				•	
AMAPÁ	•		•	•	
AMAZONAS				•	
BAHIA	•		•	•	
CEARÁ	•	•		•	
DISTRITO FEDERAL	•	•	•	•	
ESPÍRITO SANTO				•	
GOIÁS	•		•	•	
MARANHÃO				•	
MINAS GERAIS	•	•		•	
MATO GROSSO	•		•	•	
MATO GROSSO DO SUL	•			•	
PARÁ	•		•	•	
PARAÍBA	•	•	•	•	
PARANÁ	•		•	•	
PERNAMBUCO	•			•	
PIAUI				•	
RIO DE JANEIRO	•			•	
RIO GRANDE DO NORTE				•	
RIO GRANDE DO SUL	•			•	
RONDÔNIA	•	•	•	•	
RORAIMA	•			•	•
SANTA CATARINA	•			•	
SÃO PAULO	•	•	•	•	•
SERGIPE	•			•	
TOCANTINS	•			•	

Hate complaints:

In 2018, there were 5,096 complaints of hate offenses (based on race, sexual orientation, gender, and religion) recorded by the Ministry of Woman, Family, and Human Rights through its available channels to citizens report offenses motivated by hate. 3,991 (78.31%) had the state identified.

Breaking the overall number of hate complaints recorded in 2018 we have:

- 2,290 (44.94%) gender hate complaints (femicides: tempted and consummated);
- 1,685 (33.07%) sexual orientation hate complaints (towards LGBT community);
- 615 (12.07%) racial hate complaints;
- 506 (9.93%) religious hate complaints;
- 0 origin hate complaints.



Hate complaints

- Both complaints motivated by bias based on sexual orientation (especially towards LGBT community) and complaints motivated by bias based on gender (femicide: tempted and consummated) were recorded in all states.
- 3 states had no records of racial hate complaints in 2018.
- 5 states had no records of religious hate complaints in 2018.
- Among the states that recorded religious hate crimes, African-Brazilian religions were the most targeted ones.
- No state had records of origin hate complaints in 2018 (probably because these incidents were classified as racial hate complaints).
- In 2018, 339,216 women demanded protection.

Hate crimes and hate complaints

- Overall, the total number of hate crimes recorded by the Brazilian police in 2018 (12,098) is higher than the total number of hate complaints (5,096) recorded by the Ministry of Woman, Family, and Human Rights in the same year.
- In 14 states and in the Federal District, the total number of hate crimes was higher than the total number of hate complaints.
- In 11 states the total number of complaints was higher than the total number of hate crimes. In the North East, all states but Paraíba recorded more hate complaints than hate crimes.
- Although only 9 states and the Federal District recorded hate crimes motivated by bias based on sexual orientation (targeting the LGBT community) in 2018, the overall number of this type of hate crime (2,165) is higher than the number of hate offenses with same motivation (1,169).
- The total number of racial hate crimes (8,525) recorded in 2018 is higher than the total number of racial hate complaints (311)
- The total number of complaints of offenses motivated by bias based on religion (315) and gender (tempted and consummated femicide—2,196) were higher than the total number of religious hate crimes (220) and femicide (1,141).

2. INTRODUCTION

Although the term “hate crime” seems relatively recent, some countries have identified the seriousness of crimes motivated by bias a long time ago. Many scholars agree (Barnes and Ephross, 1994; Mills, Freilich, and Chermak, 2017; Sullaway, 2017) the impact of hate crime on victims is greater than the impact verified on victims of other types of crimes because they are usually affected in an emotional way that has psychological implications such as depression and anger.

The United States was one of the first countries to legally define the term “hate crime”. It was originally defined by the Congress in 1968 as a **“crime to use, or threaten to use force to wilfully interfere with any person because of race, colour, religion, or national origin”** (Department of Justice, 2019). In 2009, the Hate Crimes Prevention Act approved by the Congress expanded the federal definition of hate crimes, ensuring protection against crimes based on gender, identity, disability or sexual orientation.

The United Kingdom has a broader definition of hate crime, defining it as **“any criminal offense which is perceived, by the victim or any other person, to be motivated by hostility or prejudice based on a personal characteristic”** (Home Office, 2018). Although this definition leads to an understanding that any crime motivated by bias based on a personal characteristic can be considered hate crime, Home Office has focused on five types of hate crimes: race or ethnicity; religion or beliefs; sexual orientation; disability; and transgender identity.

The Brazilian Congress seems to have sought inspiration from the American definition insofar it has defined hate crimes as **“crimes that are results of discrimination or bias based on race, colour, ethnicity, religion, or national origin”** (law nº 7.716-08/01/1989). Although the Brazilian Constitution states clear that everyone must be equal to the legal system, without any type of discrimination, it was necessary to pass a bill in 1989 to ensure citizens would be protected from offenses motivated by prejudice. Nevertheless, the so-called Law of Racism doesn't cover crimes perpetrated by either homophobic or transphobic behaviours. Until Congress approves a law that typifies this type of hate crime, the Brazilian Supreme Court has decided the term “race”, present on the statute that defines hate crimes in Brazil, must be understood from its sociological perspective, and hence, it must cover individuals who are part of vulnerable groups, such as the LGBTI+ community. This understanding was based on the assumption that these individuals are frequently victims of exclusion and discrimination.

As far as crimes motivated by bias based on gender are concerned, the Brazilian law has a specific statute that typifies murder of women motivated by hate based on their gender (femicide) as heinous crime. This statute will be explained in details in the following pages.

The Organization for Security and Co-operation in Europe (OSCE) has provided guidance to participating states to monitor hate crimes – a step considered crucial to develop more effective strategies to reduce their rates, therefore, preventing their possible violent or physical manifestations. Although some countries have developed mechanisms to monitor this type of crime, OSCE annual hate crime reports reveal the existence of gaps in data collection that have turned it difficult to reach a common approach in the international level. One of the significant gaps is the non-existence, for example, of enough data on hate crimes perpetrated by bias based on gender. Not all of the 57 OSCE’s participant countries consider bias based on gender a motivation to hate crimes. Despite the difficulties in reaching a common methodology to collect data on hate crime and monitor it, the organisation keeps reinforcing the importance of mapping hate crimes as an important tool to allocate resources to tackle them.

Brazil isn’t exempt from this problem. In addition to the absence of a statute that brings to justice perpetrators of crimes motivated by homophobia/transphobia, states have reported hate crimes in different ways and the country still lacks a federal monitoring approach capable of providing policy makers with information about geographical trends and types of hate crime that are on the rise. The inexistence of mechanisms to monitor hate crimes – and the logical consequence of the paucity of evidence-based interventions – on the federal level has motivated Words Heal the World to produce this report, especially because hate crimes tend to provide insight on violent extremist activity.

Hate crimes and Extremism

Although they aren’t exactly the same, there is an explicit link between hate crimes and violent extremism: sometimes they overlap but not all hate crimes can be considered acts of violent extremism. Sullaway (2017) argues violent extremist acts are ideologically motivated. Berger (2018) states the difference between extremism and hate crime relies on the fact that extremist acts require some sort of rationalization of why conflict exists. Emerging from these two arguments is the centrality of **ideology as the distinguishing factor**.

Although the term extremism lacks a universal definition, many scholars associate it to political ideologies. Böttcher (2017) defines extremism as an ideological position defended by anti-establishment movements that create fear and enemies both within and outside societies. Neumann (2010) defines extremism as political ideologies that oppose society's core values and principles.

If extremism is commonly associated with political ideologies, the definition of violent extremism follows the same pattern. Striegler (2015, p79) defines it as “a belief system that advocates the use of violence for the furtherance of an ideological cause”. Berger (2018, p46) provides a broader definition to the term, describing violent extremism as “the belief that an in-group's success or survival can never be separated from the need for violent action against an out-group (as opposed to less harmful acts such as discrimination or shunning)”. Berger's (2018) definition of violent extremism seems to be a derivation of a broader definition of extremism that associates it more to identity than to political issues. The present work is framed by this definition:

“Extremism refers to the belief that an in-group's success or survival can never be separated from the need for hostile action against an out-group” (Berger, 2018, p44)

It is crucial to identify the reasons behind the criminal act to classify it as purely a hate crime (motivated by bias) or an extremist violent act (hate crime motivated by bias and belief that violent action towards another group/individual is necessary). What happens, then, when states lack enough information on the reasons that motivated a hate crime during the registration of it at the police station? It becomes almost impossible to identify violent extremist acts, monitor, and most importantly, intervene to prevent them. That is the case of Brazil. The existence of a law that ensures protection to victims of some types of hate crime has turned possible to map hate crimes. However, the absence of enough information on the reasons that motivated such crimes and difficulties in accessing official data turned impossible to map and curate scientific interventions to prevent violent extremist acts in the country.

The present study aims to reinforce the importance of constantly monitoring hate crimes to not only develop more effective strategies to tackle them but also to have a glimpse on recent trends related to violent extremism in the country. Along these lines, the report also aims to make explicit what is usually a subtle link between hate crimes, extremism, and violent extremism. It is clear that once you have hate crimes augmented by ideology and pursued through the use of violence, it becomes extremely difficult to prevent or counter them at that level. However, mapping hate crimes and addressing them in that nascent stage is arguably a thorough, more effective way of preventing violent extremism

In 2016, the United Nations made an appeal to all its participant countries to not only focus on counter-terrorism measures but to also start working to prevent the spread of violent extremism. One of the 70 recommendations of the United Nations Secretary General's Plan of Action to Prevent Violent Extremism underscored the importance of strengthening the rule of law to combat discrimination and exclusion – two elements that are linked to hate crimes and that often lead to violent extremism.

Although other countries have been monitoring hate crimes (and hence, violent extremist acts) for years, the present report proposes a broader methodology that both contemplates some types of hate crimes that are frequently overlooked in some states (gender hate crimes) and merges crime records with complaint records as an attempt to get closer to statistics that truly reflect the reality of the country.

3. METHODOLOGY: UNDERSTANDING THE HATE MAP

As highlighted in the previous section, Brazil lacks a national mechanism to monitor hate crimes. Words Heal the World developed an original methodology to monitor them that was inspired by both the British and the American monitoring schemes.

In 1990, the United States Congress passed the Hate Crime Statistic Act, which included a requirement to collect data on crimes motivated by prejudice based on race, religion, sexual orientation, or ethnicity. Since then, the Federal Bureau of Investigation (FBI) has monitored this type of crime and released regular reports with geographical and incidents information. In 2009, the Congress approved an amendment on that act to include the collection of data of crimes motivated by bias based on gender (male and female) and gender identity (transgender and gender non-conforming).

The United Kingdom reached an agreement on the definition of hate crime in 2007, and since 2015 it has released regular reports with not only official data collected from England and Wales police reports but also data gathered through a face-to-face victimisation survey (CSEW: Crime Survey for England and Wales). CSEW has provided authorities with information on how the population perceives hate crimes, and hence, together with official data, the Hate Crime Statistical Bulletin released by Home Office makes an endeavour to get closer to a more reliable picture of the state of hate in that country.

The combination of official data and information gathered through a face-to-face survey that characterizes the Statistical Bulletin released by Home Office inspired the present report to also seek alternative ways to access the so-called “dark figure” and get as close as possible to the Brazilian reality. Criminologists use the term “dark figure” (Treadwell, 2013) to refer to the mass of under-reported crimes that casts doubt on the validity of official crime statistics as a document that represents the reality of crimes in a state. According to the OSCE Office for Democratic Institutions and Human Rights (ODIHR), there is a number of reasons that explain the existence of a “dark figure”, especially when it comes to hate crimes (OSCE, 2009):

**POSSIBLE REASONS TO THE EXISTENCE OF
UNDER-REPORTED HATE CRIMES**

FROM THE POLICE PERSPECTIVE	FROM THE VICTIMS PERSPECTIVE	FROM LEGAL PERSPECTIVE
Absence of policies within police agencies for recording hate crimes	Belief that nothing will happen	Hate crime law does not cover certain forms of discrimination
Lack of formal procedures for reporting hate crimes	Fear of reporting the crime to the police	
Hate crimes aren't perceived as an important issue in the country	Fear of retaliation	
Lack of training for police officers in identifying and recording hate crimes	Lack of knowledge of hate crime laws	
Some police agencies may discourage reporting hate crimes due to concerns about their repercussion	Feel too ashamed or embarrassed to report the crime	
Some police officers may fail to record crimes because they share the prejudices of the perpetrator	Are so traumatized that deny the crime	
	Fear of disclosing their sexual orientation, ethnicity, religion or political affiliation	
	Fear of arrest or deportation	
	Are discouraged by the police or other authorities from reporting the crime or filling a complaint	

Brazil is not exempt from this problem and in order to fill this gap, Words Heal the World relied on data recorded by the Ministry of Woman, Family and Human Rights based on complaints of offenses motivated by bias based on race, religion, sexual orientation, and gender reported through multiple channels available to Brazilian citizens. Since 2003, individuals can use the help line *Disque 100 (Call 100)* to report offenses motivated by hate. The other channels available for citizens to report such offenses are: the online version of *Disque 100 (Call 100)*, *Clique 100 (Click 100)*; the app *Proteja Brasil (Protect Brazil)* available in three different languages; email, and in-person assistance. In 2006, the Brazilian government also set up a specific help line for women: *Ligue 180 (call 180)*. Through this channel, women can report human rights violations and also receive legal advice.

Complaints recorded by the Ministry of Woman, Family and Human Rights can be considered a good source of information on how people perceive hate crimes in Brazil because (1) its channels to report offenses are available to all citizens, and (2) it has records of hate complaints motivated by prejudice based on race, sexual orientation, religion, and gender (femicide and femicide attempts).

As far as hate crimes motivated by bias based on gender (especially targeting women) are concerned, the monitoring mechanism used by the United of States seems to be more detailed in comparison to the model used by other European countries (not all European countries have extended the hate crime definition to gender-based crimes). The HATE MAP OF BRAZIL sought inspiration from that model to draw attention to hate crimes perpetrated against women although they are not covered by the Brazilian hate crimes law. In Brazil, crimes towards women are typified and prosecuted under specific laws that will be explained in details in the next section.

We acknowledge difficulties in collecting data regarding this type of hate crime, especially due to the subjectivity of the nature of crimes perpetrated against women, and that is why the HATE MAP OF BRAZIL uses femicide rates as an indicator of hate crimes motivated by bias based on gender (targeting women). Femicide is, by definition, the killing of a woman or a girl by a man motivated by her gender. Therefore, it can be interpreted as a gender-based hate crime. Due to growing concerns about femicide in the country—Brazil is among the countries with highest rates of femicide— the HATE MAP OF BRAZIL brings four types of information concerning femicide: records of femicide per state, records of complaints of femicide per state, records of complaints of femicide attempts per state, and records of women who demanded protection in 2018.

As it may be clear now, the HATE MAP OF BRAZIL relied on aspects from existing hate crime monitoring mechanisms to develop a methodology that aims to provide authorities with a representative picture of the state of hate in a country where hate crimes haven't been perceived as a priority yet. The methodology is based on a dual system that brings together official records of hate crimes and official records of complaints of offenses motivated by hate. With respect to types of hate crimes covered by this report, although the Brazilian law limits hate crimes to offenses motivated by race, skin tone, ethnicity, religion and origin, this report also brings information about hate crimes based on gender, typified in the penal code as femicide, and also on sexual orientation, with no legal positivism at all, but with favourable constitutional and jurisprudential fundament, as an attempt to underscore the importance of also challenging these types of hate that have made so many victims over the years.

4. HATE CRIMES UNDER THE SCOPE OF THE BRAZILIAN LEGAL SYSTEM

The 1988 Constitution of the Federative Republic of Brazil ("CF") has the dignity of a human person as fundamental and it aims to promote the wellbeing of everyone, with no prejudice of origin, race, sex, ethnic colour, age or any other method of discrimination (articles. 1º, III e 3º, IV).

That considered, the CF still express that everyone is equal before the law, with no distinction of any kind, guaranteeing the inviolability to equalness, determining that the law will punish any discrimination that confronts fundamental rights and freedom and that the practice of racism is non bailed and imprescriptible, bound to imprisonment, under the law terms (article. 5o, XLI and XLII).

Nevertheless, there's an unconstitutional omission from the National Congress for not issuing laws that criminalise homophobic and transphobic acts, even with the reiterated and many discriminatory acts in Brazil against these groups - homicides, assaults, threats, etc.

Therefore, after being provoked about the incrimination of acts that offends fundamental rights of the ones part of the LGBTI+ community, in June of this year, the Supreme Court recognized the legislative delay and decided to frame homotransphoby as a crime defined by the Racism Law, which defines hate crimes as those resulting from discrimination or prejudice based on race, ethnic colour, religion or national origin, with incarceration penalties established in between one and five years (Law number 7.716, 1989).

Hence, until law from the National Congress occurs destined to execute the criminalization warrants defined by the CF (there is a project going on at the House of Representatives), homotransphobic conducts (which include hateful dislike to the sexual orientation or gender identity) for bringing the meaning of racism expression, understood from their social dimension, adjust, for reason identity and through adequation to the incrimination precepts defined by the Law number 7.716 of 1989.

On its turn, as it's seen, it is unquestionable that the LGBTI+ group is vulnerable to inequality, to ideological control, to social subjugation, to the disrespect of the human person dignity, being considered strange, different, lowered to the marginal condition of the law set, exposed in consequence of perverse stigmatization and hateful inferiorization.

It should be registered that the mentioned criminalization of homophobic and transphobic practice didn't restrain the religious freedom, whichever denomination, assuring faithful leaders the right to freely preach and spread their thoughts and convictions according to doctrine and theological orientation, allowed to search for followers and practice praying acts, whether in public or private space, in individual or collective action if these preaches aren't hate speeches, which are understood as those actions that stimulate discrimination and/or violence against people because of their sexual orientation or gender identity.

In regards to women's rights, for decades the international community has acknowledged it as human rights, being included in the Brazilian law only in 2006 (article 6o, Law number 11.340).

- a) 1979: Convention about the Elimination of all Forms of Discrimination against Women (CEDAW), enacted by the Decree n. 89.460 of 1984.
- b) Resolution 48/104/1993, proclaimed by the General Assembly of the United Nations: Declaration on the Elimination of Violence against Woman;
- c) 1994: Inter-American Convention on the Prevention, Punishment, and Eradication of Violence against Women - "Belém do Pará Convention" (enacted by the Decree n. 1973 of 1996);
- d) Decree n. 4.316 of 2002: Optional Protocol to the Convention on the Elimination of all Forms of Discrimination against Women.

Gender-based homicide has demonstrated itself as the final moment of domination of women controlled by men in the international sphere . On the 57th Commission Session on the Status of Women in the UN, which happened in March the 15th of 2013, country members accorded: *"to reinforce national legislation, where appropriate, to punish violent murders of women and girls related to gender (gender-based) and integrate specific mechanisms or politics to prevent, investigate and eradicate these regrettable forms of gender violence"*. In April 2013, the Commission on Crime Prevention and Criminal Justice of the United Nations Office on Drugs and Crime approved a new document supporting countries to combat femicide.

In Brazil, the femicide rate is the fifth highest in the world, according to the World Health Organisation.

On its turn, the Brazilian legislator, following global recommendations, in order to secure the constitutional fundamental rights protection, through the Law number 13.104 of 2015, inserted in the Penal Code femicide as an aggravated circumstance (article 121, §2º, VI), including it in the heinous crimes list (article 1º, I, Law number 8.072 of 1990), under the following argument: *“The law must be seen, however, as a starting point, and not the finish line, in the fight for gender equality and universalisation of human rights”*.

Thereby, in Brazil, femicide is defined as homicide *“against woman by reasons of condition of the feminine gender”* and *“It's considered that there are reasons of condition of the feminine gender when the crime involves: I- domestic violence and familiar; II- underestimation or discrimination to the woman condition”* (article 121, §2º, VI, §2-A, of the Penal Code).

Punishment for the femicide crime is incarceration from twelve to thirty years. This punishment can rise up to $\frac{1}{3}$ (one third) if the crime is committed: *“I-during pregnancy or on the 3 (three) months following the childbirth; II - against one under 14 (fourteen) years old, over 60 (sixty) years old, disable or with a degenerative disease that might cause a limitative condition or physical or mental vulnerability; III- on the material or virtual presence of the victim's descendents or ascendants”* (the last two written by the Law number 13.771 of 2018).

Moreover, the Complementary Law nº 150 of 2015 has altered the article number 5 of the Law 11.340 of 2006 to establish that: *“domestic and familiar violence is configured against woman by any action or omission based on gender that cause her death, harm, physical sexual or psychological suffering, and moral or patrimonial damage: I- in the ambit of domestic unit, comprehended as the space of permanent coexistence of people with or without familiar bonds, including the ones eventually added; II - within the family, comprehended as the community formed by individuals that are or that consider themselves related, united by natural bonds, by affinity or by expressed desire; III- in every intimate affective relation, in which the aggressor coexist or has coexisted with the victim, regardless of cohabitation”*. The personal relations in the mentioned device are independent of sexual orientation.

In this scenario, it's possible to assert that women are victims of femicide by hate reasons, despise and/or sense of loss of property control that were once under their control – situations frequently associated with discriminatory behaviour towards women.

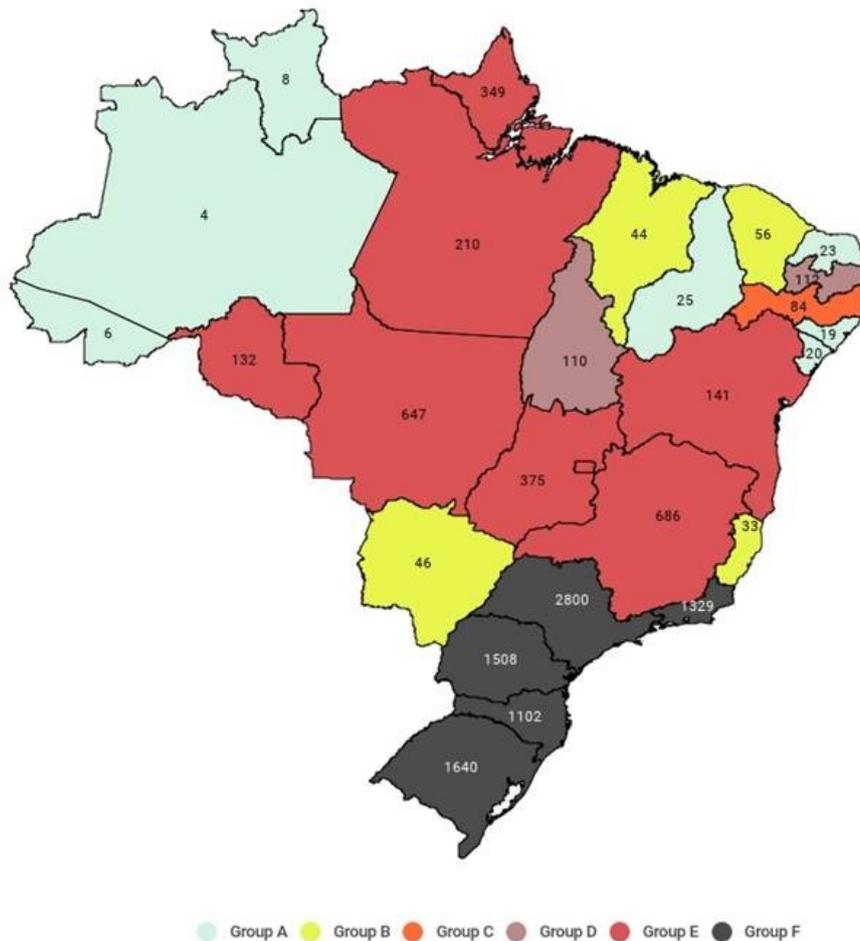
From this perspective, advances in Brazilian legislation in regards to women's protection from gender-based hate are evident whilst the recently defined judicial precedent to protect homosexuals and transsexuals from sexual orientation hate crimes (which interpreted the word race as a social concept instead of biological) possesses a symbolic and considerable character in the process of society's education and is still awaiting for the approval of a specific law.

Ultimately, it is justifiable the differentiation in treating the LGBTI+ community and women aiming equality in order to correct the evident rooted inequality, but which will not be solved solely with criminal law protection.

Indeed, it's known what criminal law can do with the one who committed an offense, but it is not enough, it's not even possible to assert that the punitive power will have any efficacy, especially in eradicating these and other hate crimes in Brazil, as, for example, the evident normative inefficiency of the primary precepts of criminality defined by Law number 7.716 of 1989, and the fundamentals themselves of the Federal Constitution of 1988, that, by themselves, should have guaranteed equal treatment and avoided hate crimes for over thirty years.

5. HATE CRIMES RECORDED IN 2018

HATE MAP OF BRAZIL



GROUP A: 0-30
 GROUP B: 31-61
 GROUP C: 62-92
 GROUP D: 93-123

GROUP E: 124-999
 GROUP F: OVER 1.000

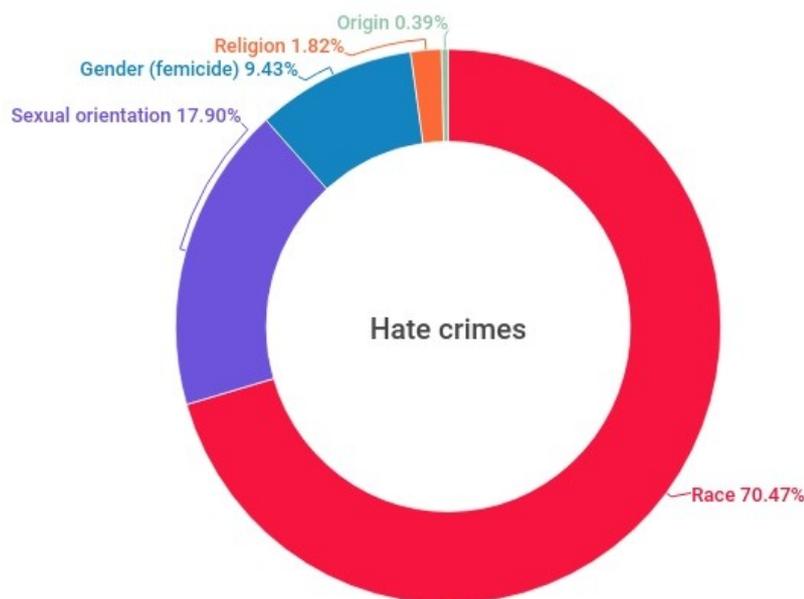
*DF: 589 hate crimes recorded by the police.

According to data collected from each state and the Federal District, in 2018 Brazil recorded 12,098 hate crimes motivated by bias based on race, sexual orientation (against the LGBT community), religion, gender (targeting women), and origin (national origin). 1,175 (9,71%%) of these hate crimes were homicides:

- 1,141 femicides
- 33 homicides motivated by prejudice based on sexual orientation (15 in Mato Grosso, 9 in Goiás, 8 in Pará, 1 in Amapá)
- 1 homicide motivated by prejudice based on origin (São Paulo)

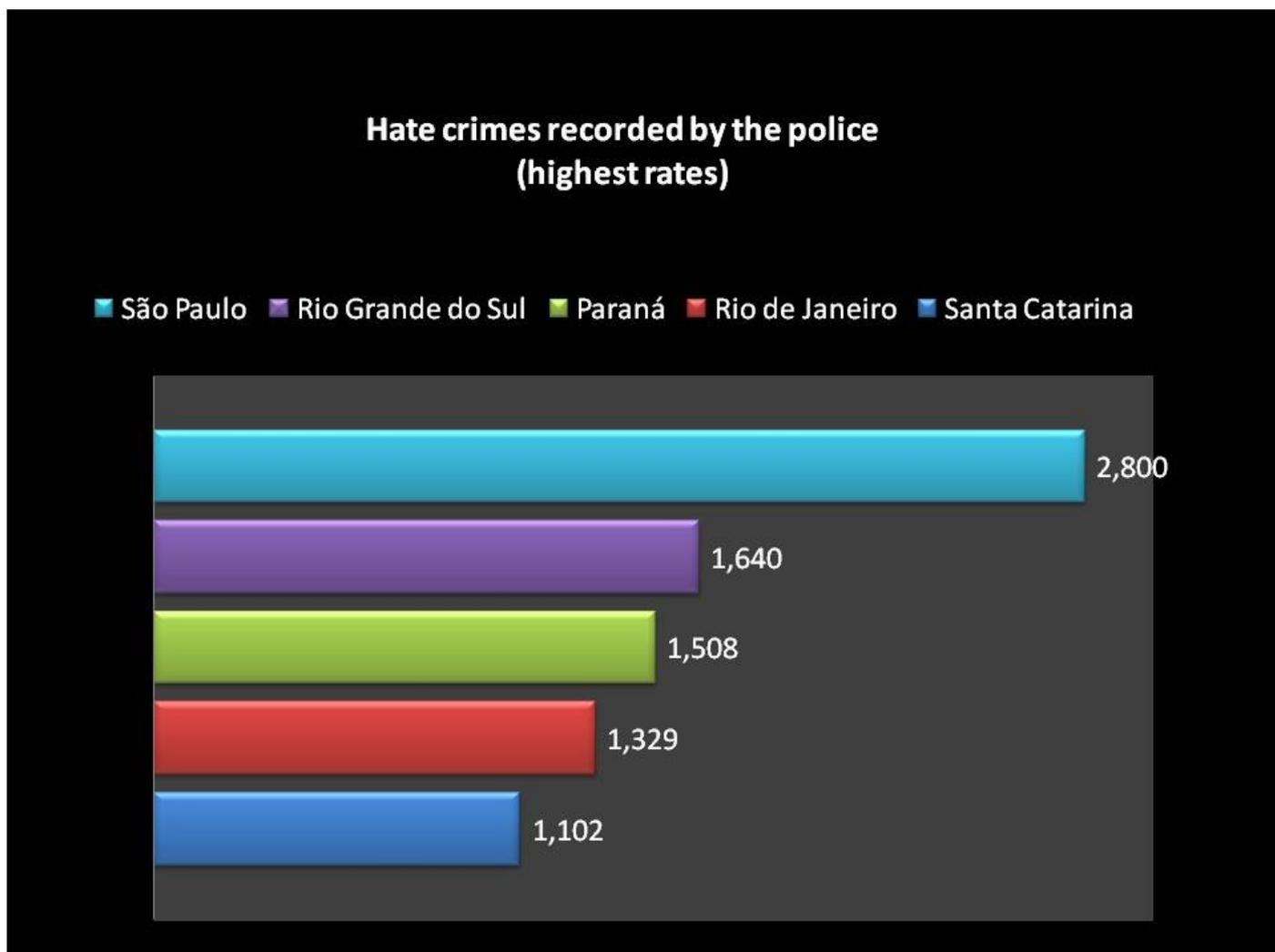
Overall, racial hate crimes represent the largest proportion of crimes recorded by the police in 2018, followed by sexual orientation and gender (femicide) hate crimes.

- 8,525 (70.47%) race hate crimes;
- 2,165 (17.9%) sexual orientation hate crimes;
- 1,141 (9.43%) gender hate crimes (targeting women: femicides);
- 220 (1.82%) religious hate crimes;
- 47 (0.39%) origin hate crimes.



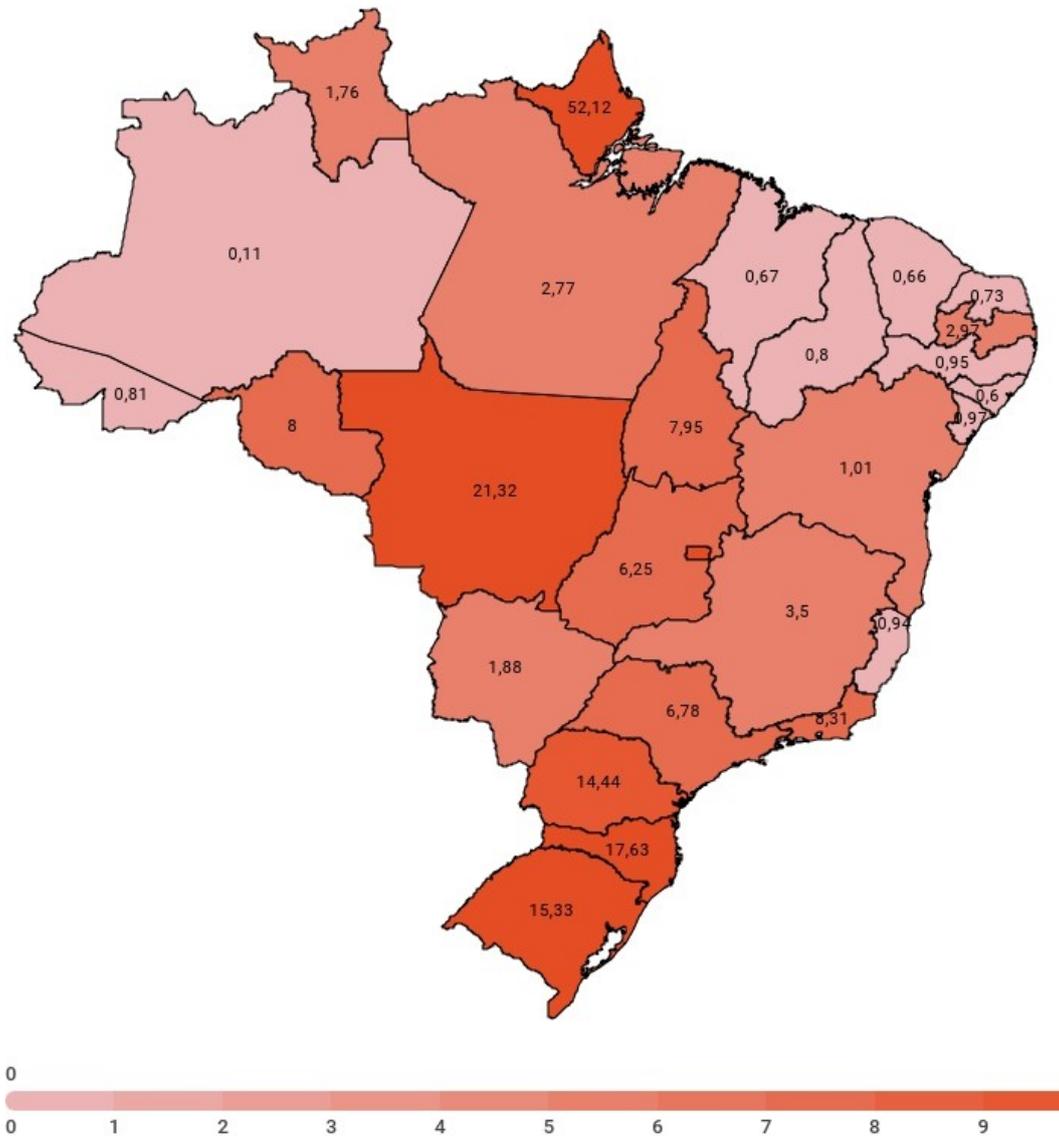
São Paulo is on the top of the ranking of hate crimes recorded in Brazil in 2018 with 2,800 records. It is worth mentioning that São Paulo is also the state with the largest population (IBGE, the Brazilian Statistics Institution, estimates it has over 45 million inhabitants) and it is also the only Brazilian state that has recorded all types of hate crimes covered by this study. It is followed by Rio Grande do Sul (1,640), Paraná (1,508), Rio de Janeiro (1,329) and Santa Catarina (1,102).

All three states in Southern Brazil (Paraná, Rio Grande do Sul, and Santa Catarina) have high rates of hate crime.



The three states with the lowest rates are Amazonas (4), Acre (6), and Roraima (8): all of them located in the North region.

HATE MAP OF BRAZIL (per 100.000 inhabitants)

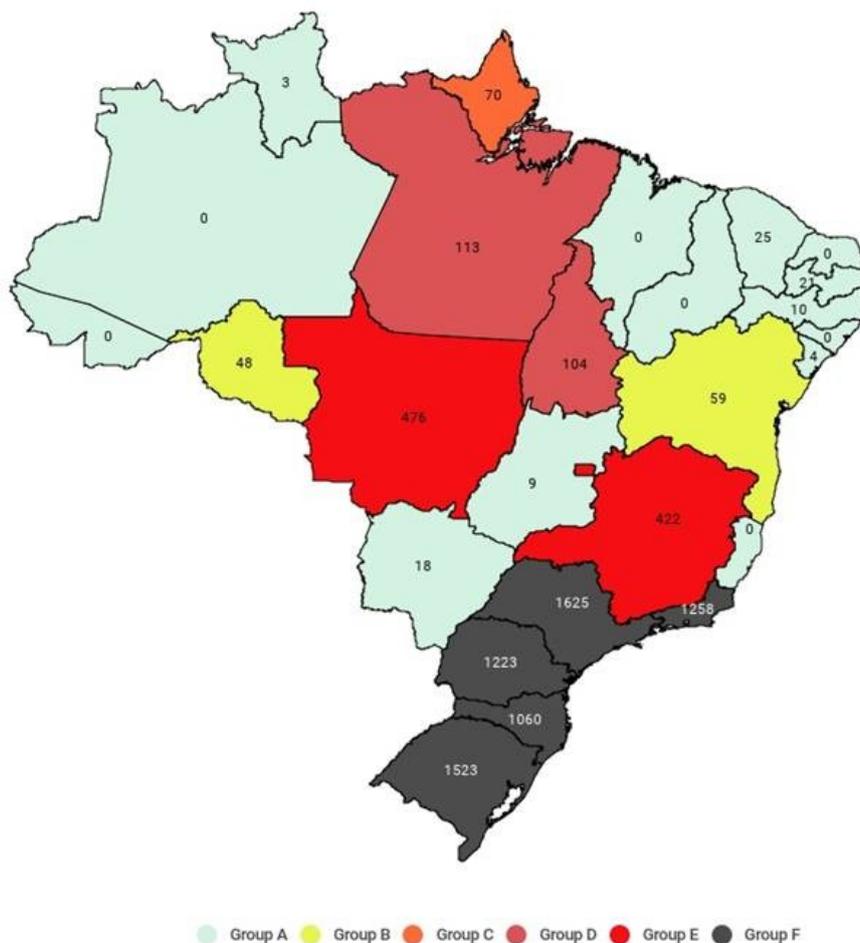


DF: 22,91.

The chart above illustrates hate crimes recorded in Brazil in 2018 per 100,000 inhabitants. This proportional analysis turns evident how hate crimes have high incidence in the Southern region of Brazil. As far as states are concerned, Mato Grosso and Amapá seem to be the states with most critical situation.

5.1 RACIAL HATE CRIMES

RACIAL HATE CRIMES RECORDED BY THE POLICE



GROUP A: 0-30
 GROUP B: 31-61
 GROUP C: 62-92
 GROUP D: 93-123

GROUP E: 124-999
 GROUP F: OVER 1.000

*DF: 454 racial hate crimes recorded by the police.

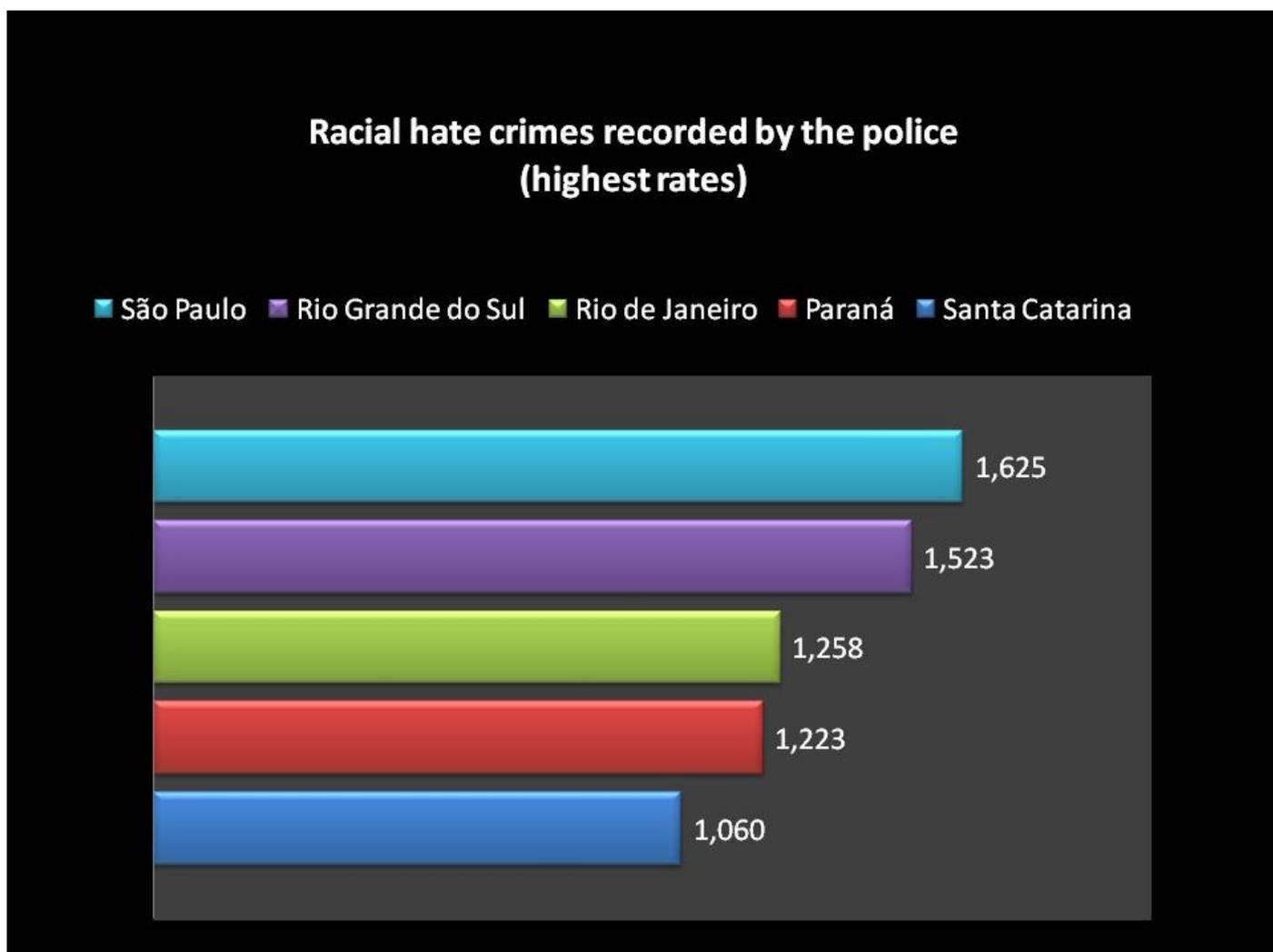
Brazil is one of the signatories of the UN Convention on the Elimination of all forms of Racial Discrimination (1965) that defined racial discrimination as “any distinction, exclusion, restriction or preference based on race, colour, descent, or national or ethnic origin”. From this perspective, discrimination based on race, colour, national or ethnic origin can be considered racial discrimination and it may explain why the majority of Brazilian states don’t have specific data on hate crimes motivated by both bias based on religion and bias based on the victim’s.

In comparison to other hate crimes, crimes motivated by bias based on race reached the highest rate (8,525) - a trend that is also verified in countries that monitor hate crimes such as the UK and the United States.

Although crimes motivated by bias based on race are covered by the Brazilian law of hate crimes, not all states have data regarding this type of hate crime. 6 states affirmed they didn’t record racial hate crimes in 2018 (Acre, Amazonas, Piauí, Rio Grande do Norte, Alagoas, and Espírito Santo). One state (Maranhão) didn’t answer the request for information made by our team, and hence, it is impossible to know whether it recorded or not this type of hate crime.

Among the states that have recorded it, 5 states didn’t classify separately racial hate crimes and religious hate crimes. In this sense, numbers of hate crimes motivated by bias based on religion have been embedded on racial hate crimes data. Therefore, when analysing numbers of racial hate crimes recorded by Paraná, Rio de Janeiro, Mato Grosso, Amapá, and Tocantins, one must be aware that they also include hate crimes that were motivated by bias based on religion. Those states made no distinction between racial and religious hate crimes. Therefore, it is impossible to identify how many crimes were motivated primarily by religious prejudice.

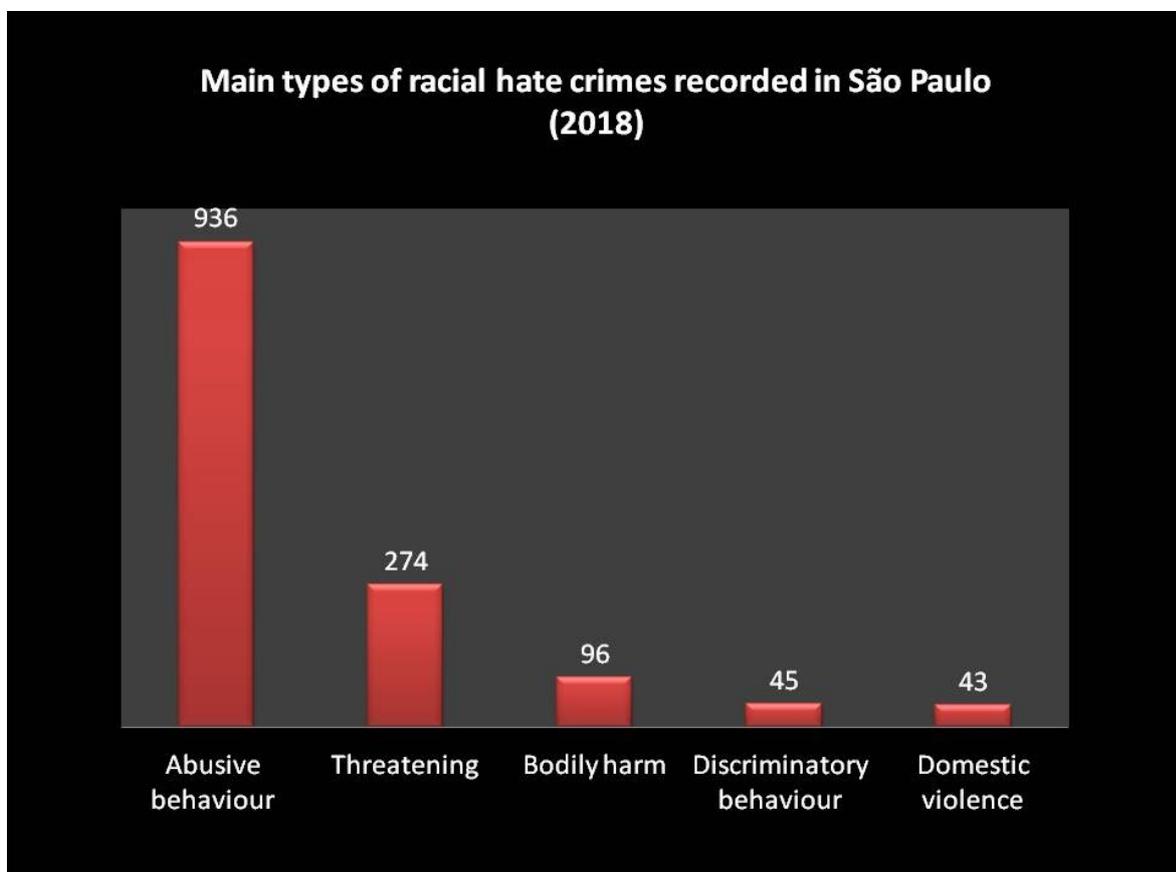
Among states with the highest rates of racial hate crimes, São Paulo appears first (1,625) followed by Rio Grande do Sul (1,523), Rio de Janeiro (1,258), Paraná (1,223), and Santa Catarina (1,060). The numbers of racial hate crimes in Southern Brazil are impressive. All three states (Paraná, Rio Grande do Sul, and Santa Catarina) closed 2018 with more than one thousand records.



The three states with the lowest racial hate crime rates recorded in 2018 are: Roraima (3), Sergipe (4), and Goiás (9).

São Paulo on the spotlight

The analysis of 2,786 crime reports kindly made available by the São Paulo State Public Security Department enabled a detailed examination of types of racial hate crime recorded in the state in 2018. São Paulo recorded the highest rate of racial hate crime (1,625). The most common types of crime were: abusive or insulting behaviour with intent to cause another harassment, alarm or distress (936), threatening (274), actual or grievous bodily harm (96), discriminatory behaviour (45), and domestic violence (43).



Overall, it was possible to identify 43 different types of hate crimes motivated by bias based on race in São Paulo. Besides those ones described previously, São Paulo also recorded the following racial hate crimes:

Calumny: 30

Defamation: 28

Racially aggravated intentional harassment, alarm or distress: 28

Common assault: 28

Criminal damage: 24

Harassment: 19

Harassment or assault: 18

Resistance: 6

Being forced to commit a crime against one's will (the offender will be guilty of coercive or controlling behaviour): 5

Disobedience: 4

Breach of the Peace/Anti-social behaviour: 3

Age discrimination: 3

Assault/actual/grievous bodily harm depending upon the severity: 2

Not allowing someone to enter a restaurant: 2

Collision: 2

Robbery: 2

Abuse of power: 2

Absconding from custody: 2

Victim's intimidation: 2

Theft: 2

Omissive behaviour while guarding/conducting an animal: 2

Aggravated criminal damage: 1

Endangerment: 1

Retain documents: 1

Object apprehension: 1

House invasion: 1

Denial of job in private company: 1

Witness intimidation or perverting the course of justice: 1

Not allowing someone to enter an establishment: 1

Not allowing someone to access transport: 1

Not allowing someone to enter social entrances in buildings: 1

Not allowing someone to enter sports establishments: 1

Misuse of controlled substance (possession of controlled substance with intent to supply): 1

Excessively charging someone for debts: 1

Submit a child or a teenager to an embarrassing situation/abuse/neglect: 1

Dangerous driving: 1

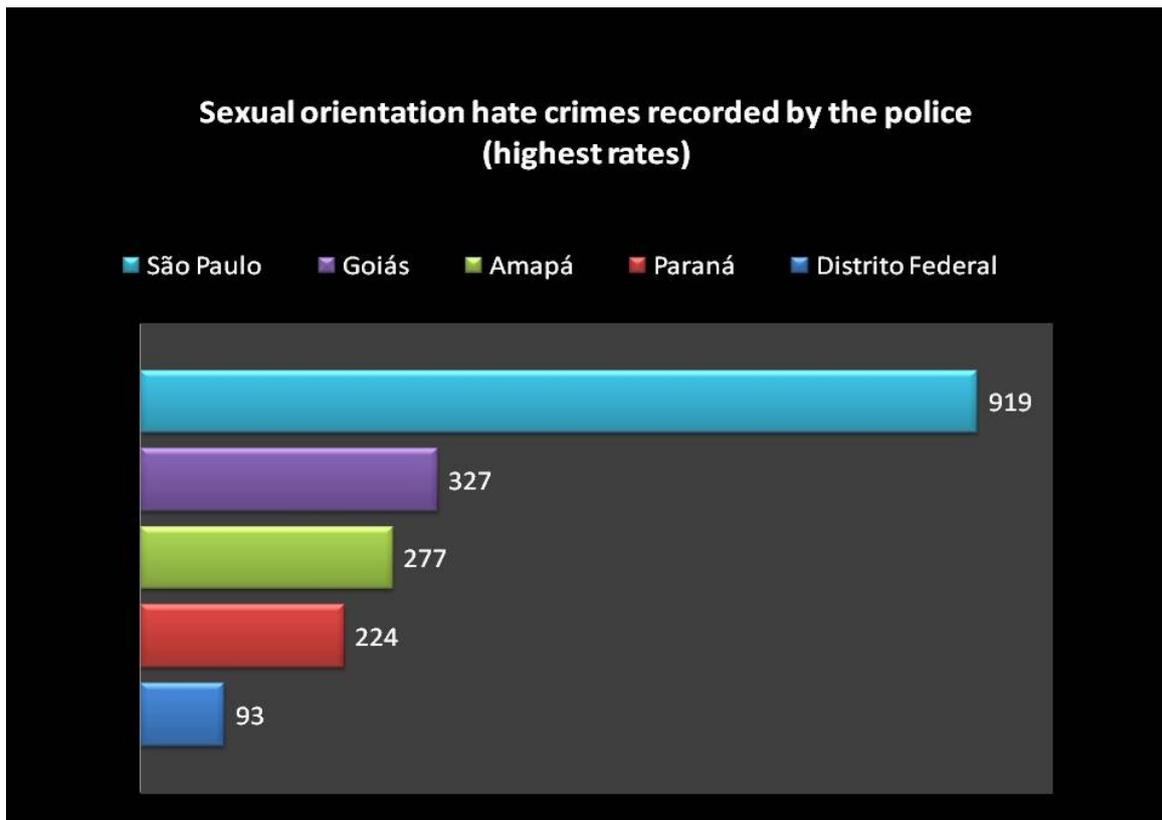
Arrest: 1

Trespass: 1

Although crimes motivated by bias based on sexual orientation are not covered by the Brazilian law of hate crimes (Law nº 7.716), 9 states and the Federal District recorded these crimes in 2018: São Paulo, Goiás, Amapá, Paraná, Mato Grosso, Rondônia, Paraíba, Pará and Bahia. The total number of sexual orientation hate crimes recorded in 2018 is 2.165 and this type of hate crime seems to be more critical in the South-East and Centre-East regions. Although the above mentioned states have recorded crimes motivated by bias based on sexual orientation, there is no information about the sexual orientation of the victim. It was possible, though, to identify it was towards LGBT individuals because states classified these types of crimes as homophobic.

It is interesting to notice that despite the considerable small number of states that recorded this type of hate crime, records of sexual orientation hate crimes were the second highest in 2018, only behind racial hate crimes.

The three states that recorded the highest sexual orientation hate crimes are: São Paulo (919), Goiás (327), and Amapá (277).



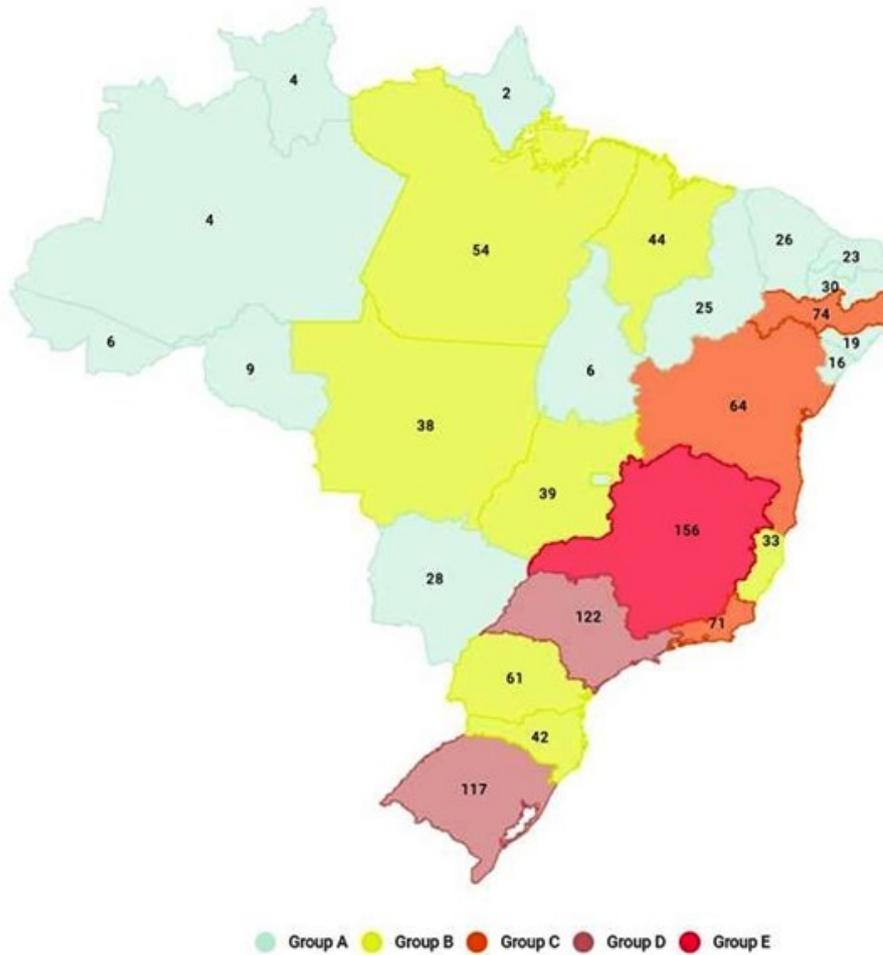
Among the states that recorded hate crimes motivated by bias based on sexual orientation, the ones with lowest rates are: Bahia (18), Pará (43), and Rondônia (71).

With respect to homicides, sexual orientation hate crimes are placed second in the ranking of homicides caused by hate—it is only behind femicide. Data provided by police departments from São Paulo, Goiás, Amapá, Paraná, Mato Grosso, Rondônia, Paraíba, Pará, Bahia, and the Federal District points out 33 people were murdered in 2018 due to prejudice based on their sexual orientation:

- Mato Grosso: 15
- Goiás: 9
- Pará: 8
- Amapá: 1

5.3 GENDER HATE CRIMES (FEMICIDES)

FEMICIDES RECORDED BY THE POLICE



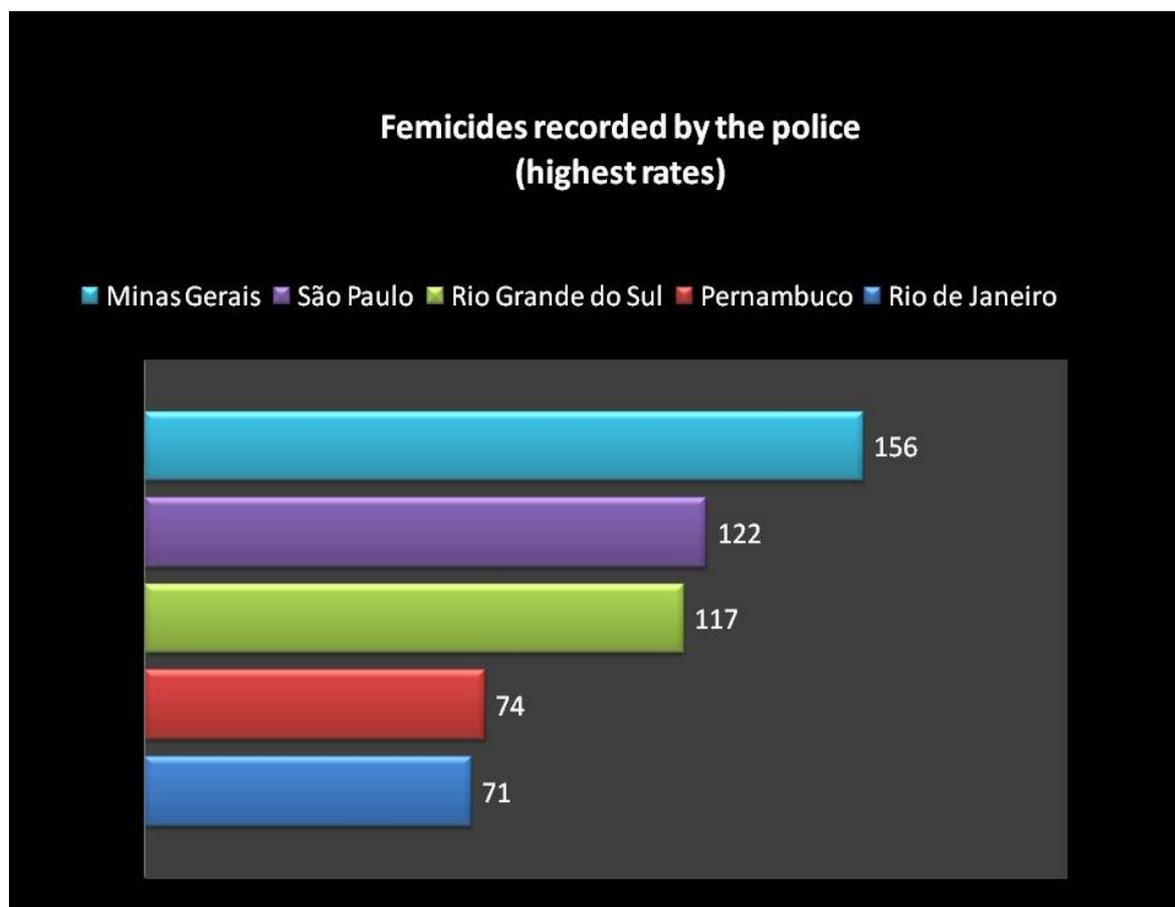
GROUP A: 0-30
GROUP B: 31-61
GROUP C: 62-92
GROUP D: 93-123

GROUP E: 124-999

*DF: 28 femicides recorded by the police.

Hate crimes motivated by bias based on gender (targeting women) were the only type of hate crime recorded by all Brazilian states and the Federal District. The total number of femicides recorded in 2018 was 1,141 and the highest rates were verified in the two most populated Brazilian states (São Paulo and Minas Gerais) and in one state from the Southern region (Rio Grande do Sul).

The three states with the highest rates of femicide are: Minas Gerais (156), São Paulo (122), and Rio Grande do Sul (117).



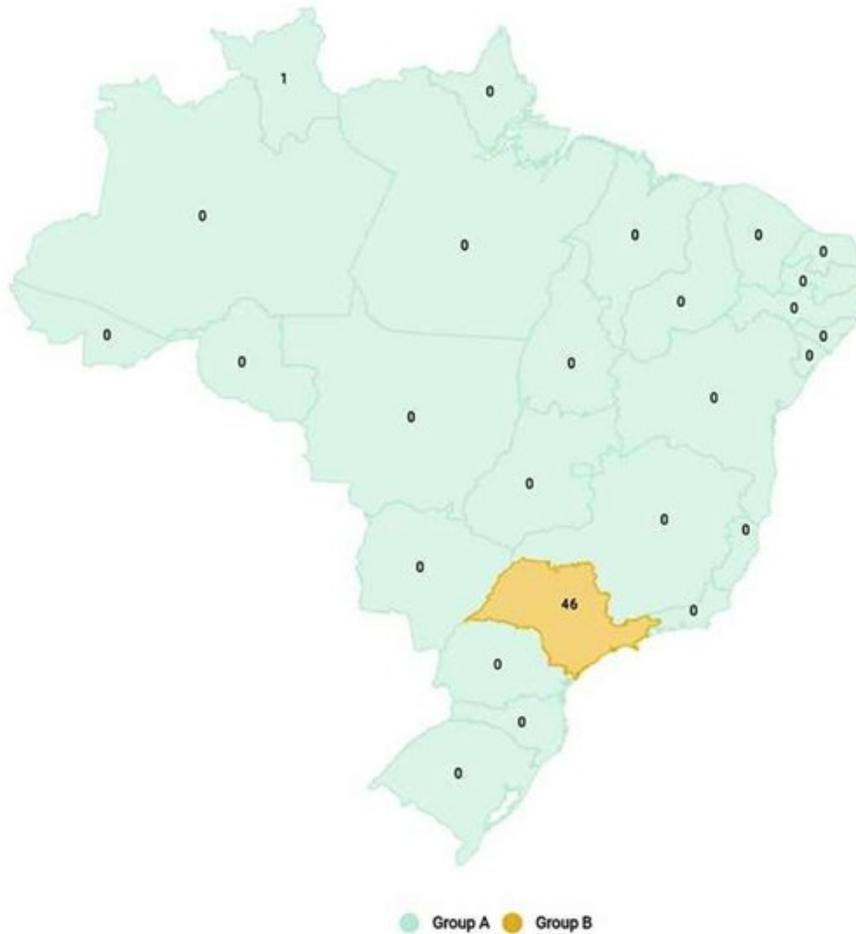
The three states with the lowest rates of femicide are: Amapá (2), Amazonas (4), and Roraima (4). All of them located in the North region.

Although crimes motivated by bias based on religion are included in the text of the Brazilian legal definition of hate crimes, only 5 out of 26 states (São Paulo, Minas Gerais, Ceará, Rondônia, and Paraíba) and the Federal District have records of religious hate crimes. One of the possible explanations to the lack of information with respect to this type of crime may be the fact that many states consider hate crimes motivated by bias based on religion a type of racial hate crimes.

Among the 5 states that have records of religious hate crimes, only Rondônia provided details about the victim's religion. In 2018, local police recorded 4 hate crimes motivated by bias based on religion: 2 against individuals from Umbanda and 2 against individuals from Candomblé. Both religions have African roots.

5.5 ORIGIN HATE CRIMES

ORIGIN HATE CRIMES RECORDED BY THE POLICE



GROUP A: 0-30
GROUP B: 31-61

*DF: 0 religious hate crimes recorded by the police.

Both the United Nations and the European Council recommend that the concept of hate crime motivated by bias based on origin must be defined at national level since origin may refer to either ethnic origin or nationality. The Brazilian statute makes a clear reference to national origin. Nevertheless, some Brazilian states classify this type of hate crime as racial hate crime—an approach that seems to be in line with the understanding of racial discrimination agreed on the Convention for the Elimination of all Forms of Racial Discrimination (1965):

“[T]he term “racial discrimination” shall mean any distinction, exclusion, restriction, or preference based on race, colour, descent, or national or ethnic origin which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise, on an equal footing, of human rights and fundamental freedoms in the political, economic, social, cultural or any other field of public life” Article 1—UN Convention on the Elimination of All Forms of Racial Discrimination

The fact Brazil is one of the signatories of this convention may explain why so many states equate discrimination based on national origin with racial discrimination, hindering the identification of offenses that were primarily motivated by the nationality of the victim. Overall, only two states (São Paulo and Roraima) have recorded origin hate crimes separately, reaching a total of 47 crimes in 2018 and 1 homicide (São Paulo).

Although these two states have distinguished origin hate crimes from racial hate crimes, they haven't provided information about the victims' nationality.

6. HATE COMPLAINTS RECORDED IN 2018

HATE MAP OF BRAZIL (complaints)



GROUP A: 0-30
GROUP B: 31-61
GROUP C: 62-92
GROUP D: 93-123

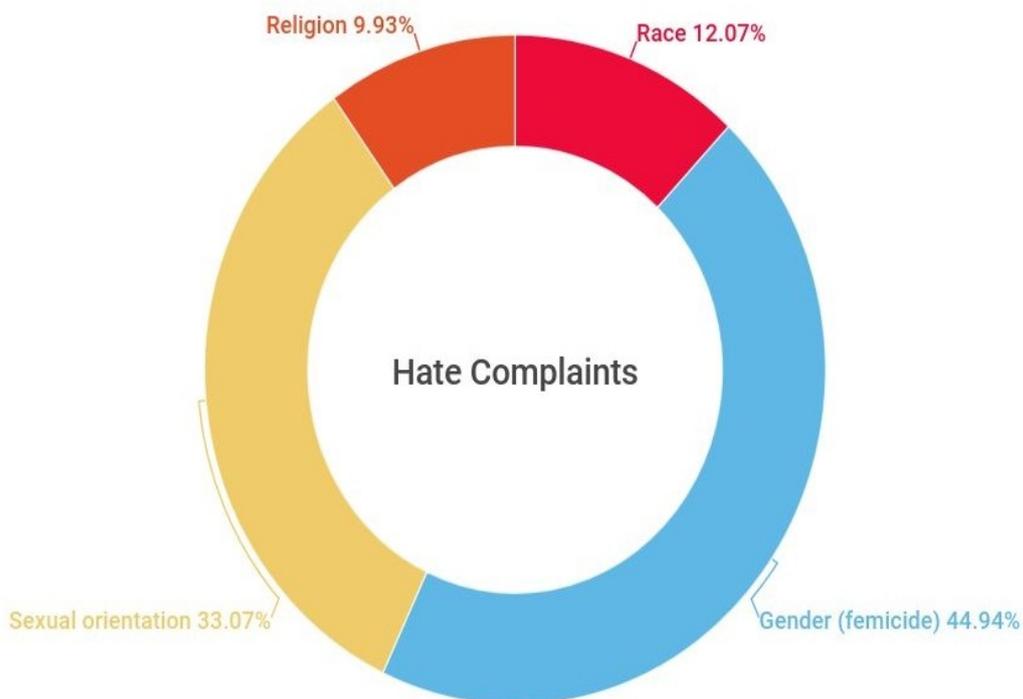
GROUP E: 124-999

*DF: 124 complaints.

According to data provided by the Ministry of Woman, Family, and Human Rights, in 2018 Brazil recorded 5,096 complaints of offenses motivated by bias based on race, sexual orientation (targeting LGBT community), religion, and gender (targeting women). These complaints were made by citizens through different channels available to report offenses that violate human rights. 1,105 (21.68%) complaints didn't have the state identified.

Breaking the overall number of hate complaints recorded in 2018 we have:

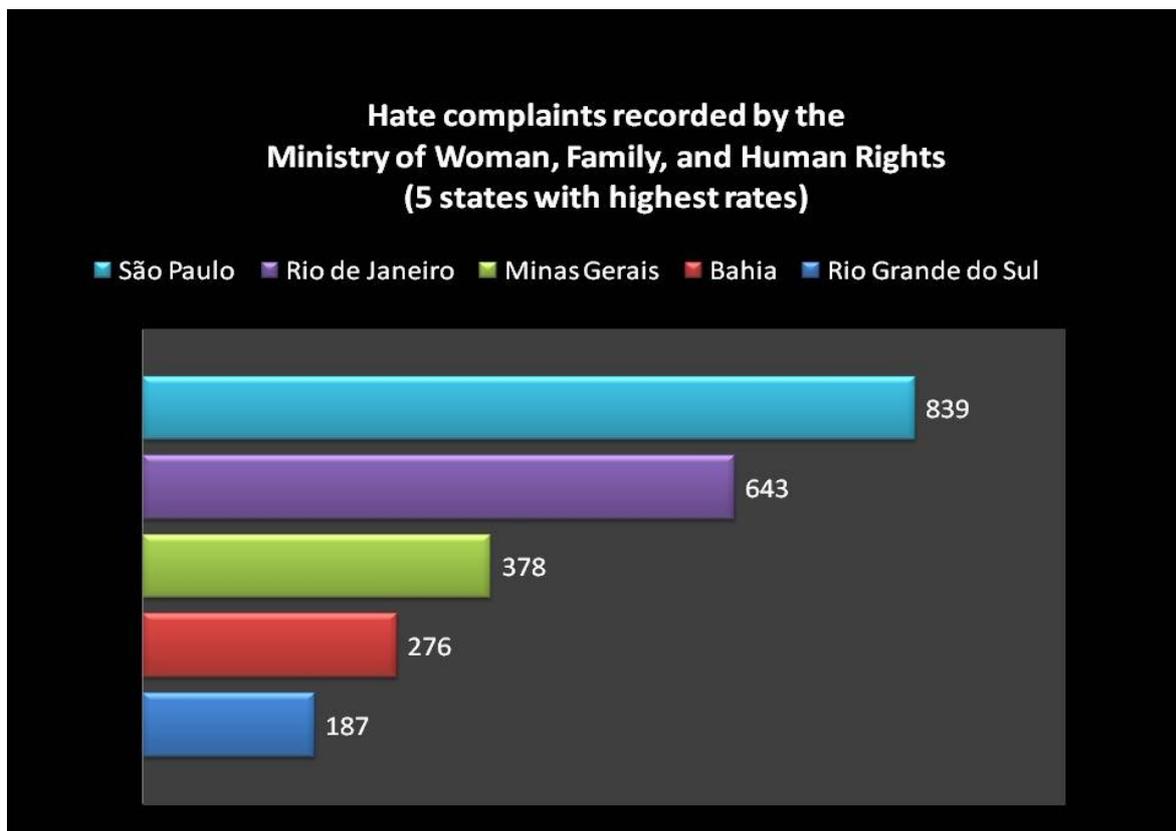
- 2,290 (44.94%) gender hate complaints (femicides: tempted and consummated);
- 1,685 (33.07%) sexual orientation hate complaints (towards LGBT community);
- 615 (12.07%) racial hate complaints;
- 506 (9.93%) religious hate complaints;
- 0 origin hate complaints.



Both complaints motivated by bias based on sexual orientation (towards LGBT community) and complaints motivated by bias based on gender (femicide: tempted and consummated) were recorded in all states.

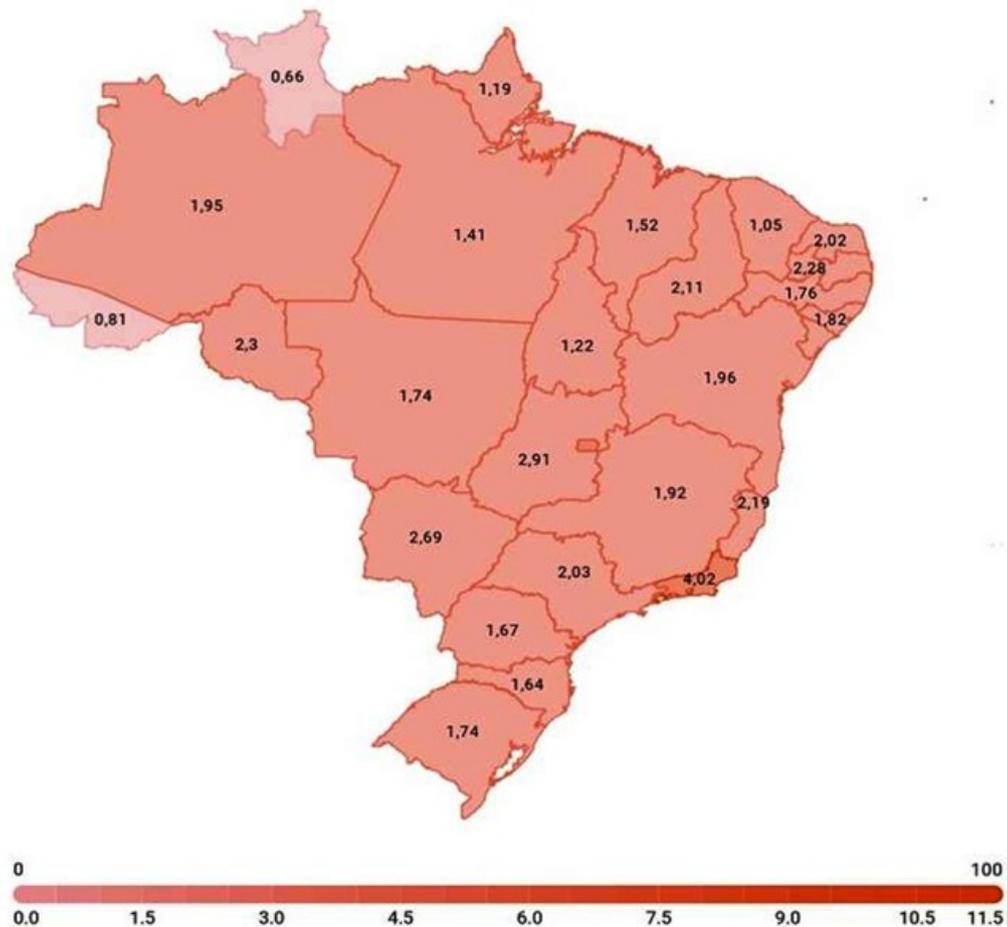
There are no records of hate motivated by bias based on origin since this is embedded on records of racial hate complaints.

Geographically, three states recorded the highest rates: São Paulo (839), Rio de Janeiro (643), and Minas Gerais (378). As you can see, the highest rates were record in the three most populated and urbanized states.



The three states with the lowest records of hate complaints are: Roraima (3), Acre (6), and Amapá (8). All of them located in the North region.

HATE MAP OF BRAZIL—COMPLAINTS (per 100.000 inhabitants)



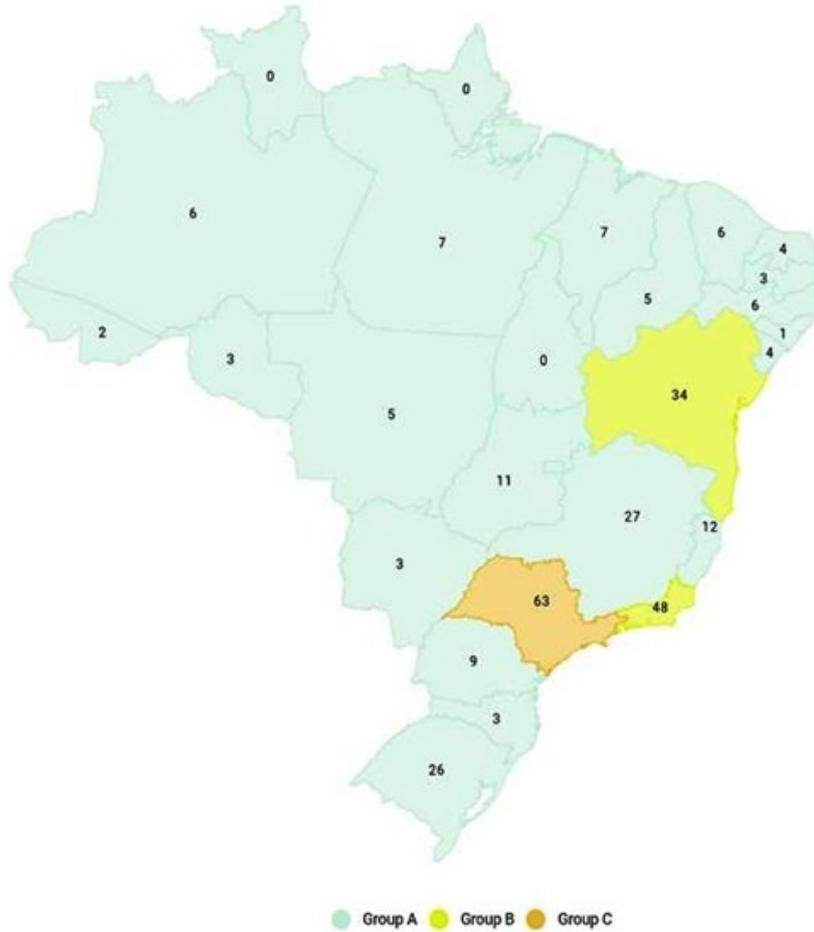
DF: 4,82

SERGIPE: 1,59

The chart above illustrates hate complaints recorded in Brazil in 2018 per 100,000 inhabitants. According to this proportional analysis, the distribution of complaints seems to be reasonably uniform across the country. Rio de Janeiro is the state with the highest proportion of hate complaints per inhabitant and the two states with the lowest are Roraima and Acre (both in the North region).

6.1 RACIAL HATE COMPLAINTS

HATE COMPLAINTS BASED ON RACIAL BIAS RECORDED BY
THE BRAZILIAN MINISTRY OF WOMAN, FAMILY, AND HUMAN RIGHTS



GROUP A: 0-30 complaints

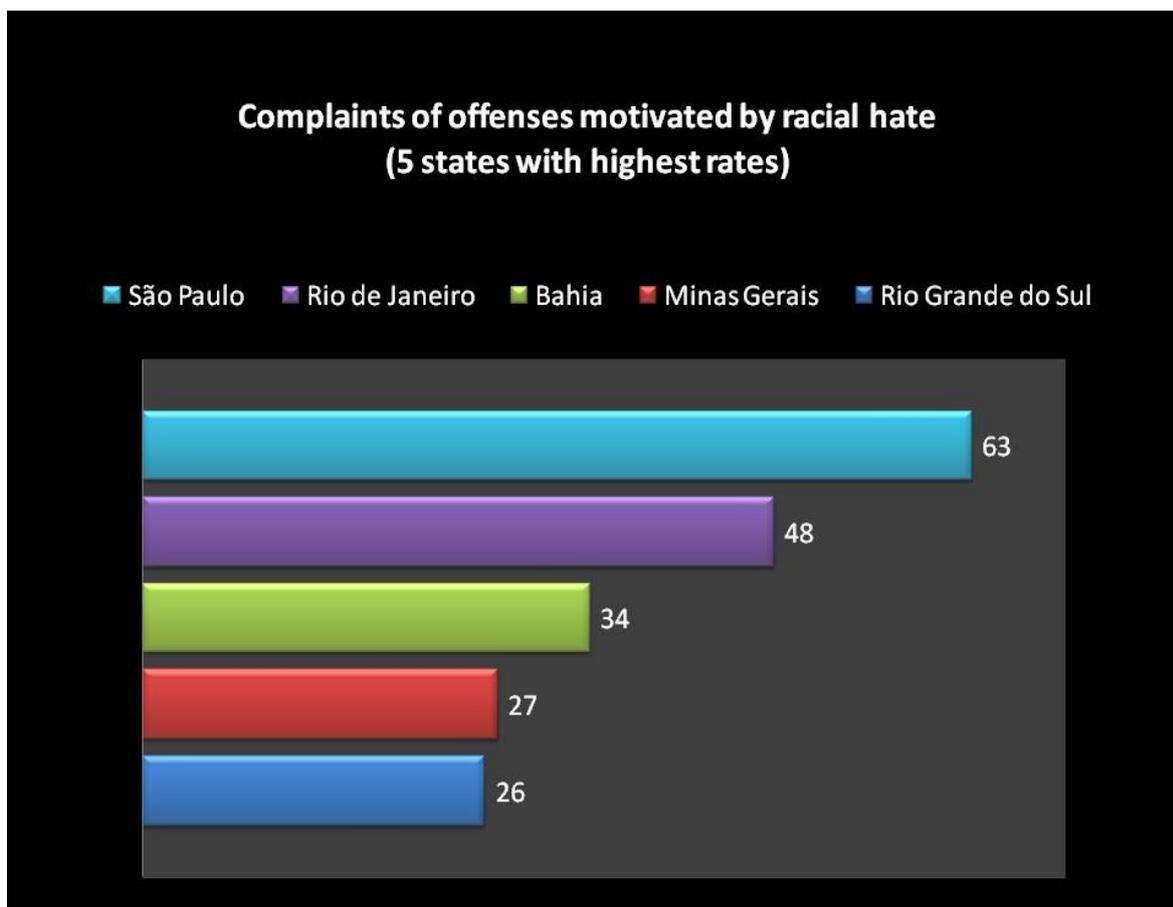
GROUP B: 31-61 complaints

GROUP C: 62-92 complaints

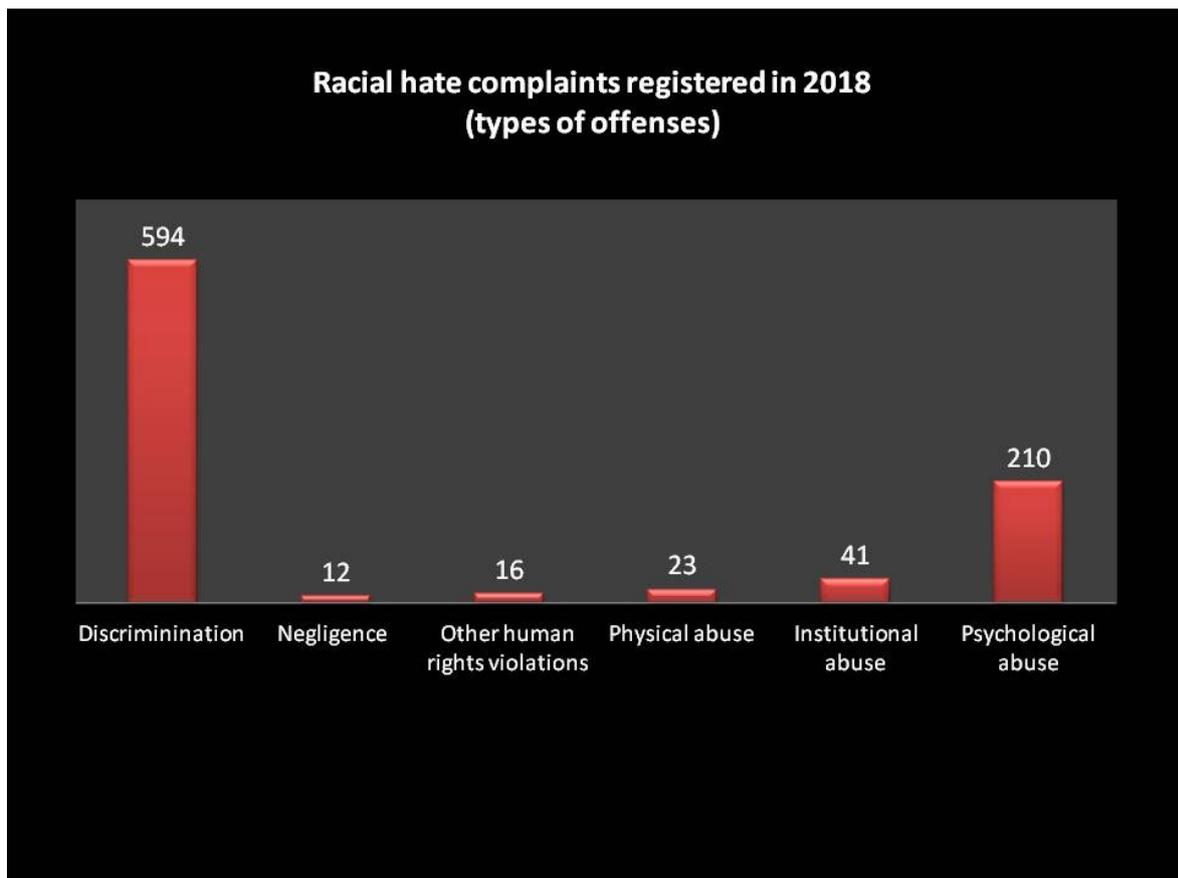
DF: 16 complaints

In 2018, the Ministry of Woman, Family, and Human Rights recorded 615 complaints of offenses motivated by racial hate. 304 haven't had the state identified. 3 states didn't have any record of racial hate complaint: Amapá, Roraima, and Tocantins. All of them are in the North region.

Among the 311 recorded complaints whose states were identified, the 5 states with the highest rates of racial hate complaints are:



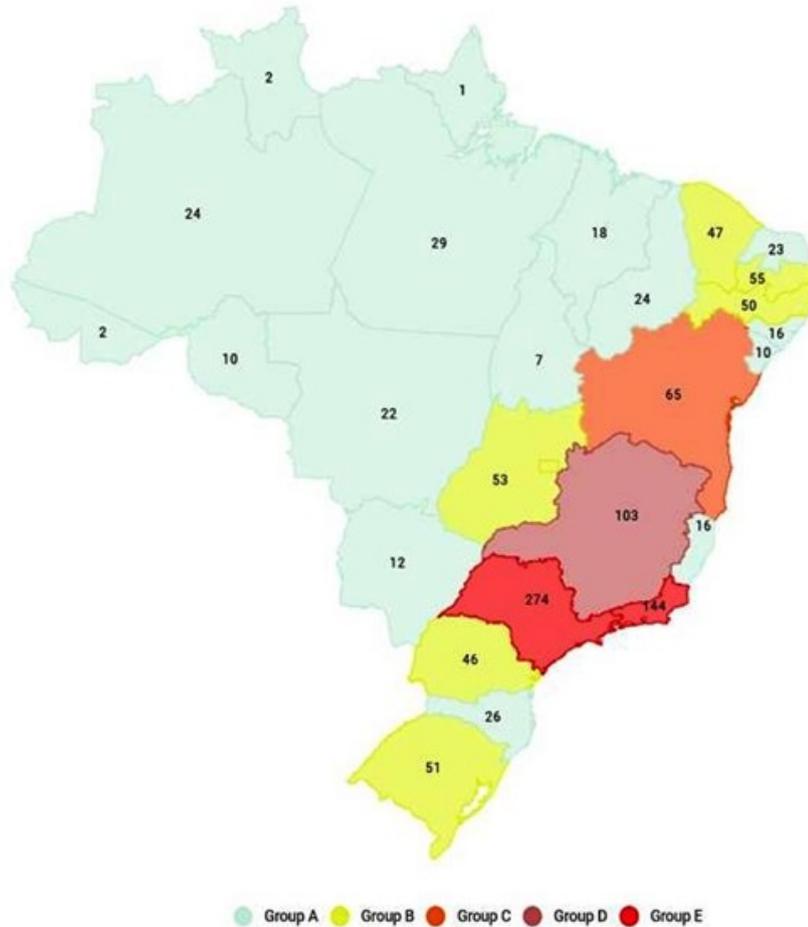
In addition to data about racial hate complaints recorded per state, the Ministry of Woman, Family, and Human Rights also monitors types of offenses. The type of offense most frequently associated with racial hate crimes is discrimination, followed by psychological abuse, and institutional abuse.



There are also records of 4 complaints of financial abuse and 1 of sexual abuse. Among the 594 complaints of racial discrimination, 303 haven't had the state identified.

6.2 SEXUAL ORIENTATION HATE COMPLAINTS

HATE COMPLAINTS BASED ON SEXUAL ORIENTATION BIAS RECORDED BY THE BRAZILIAN MINISTRY OF WOMAN, FAMILY AND HUMAN RIGHTS



GROUP A: 0-30 complaints

GROUP B: 31-61 complaints

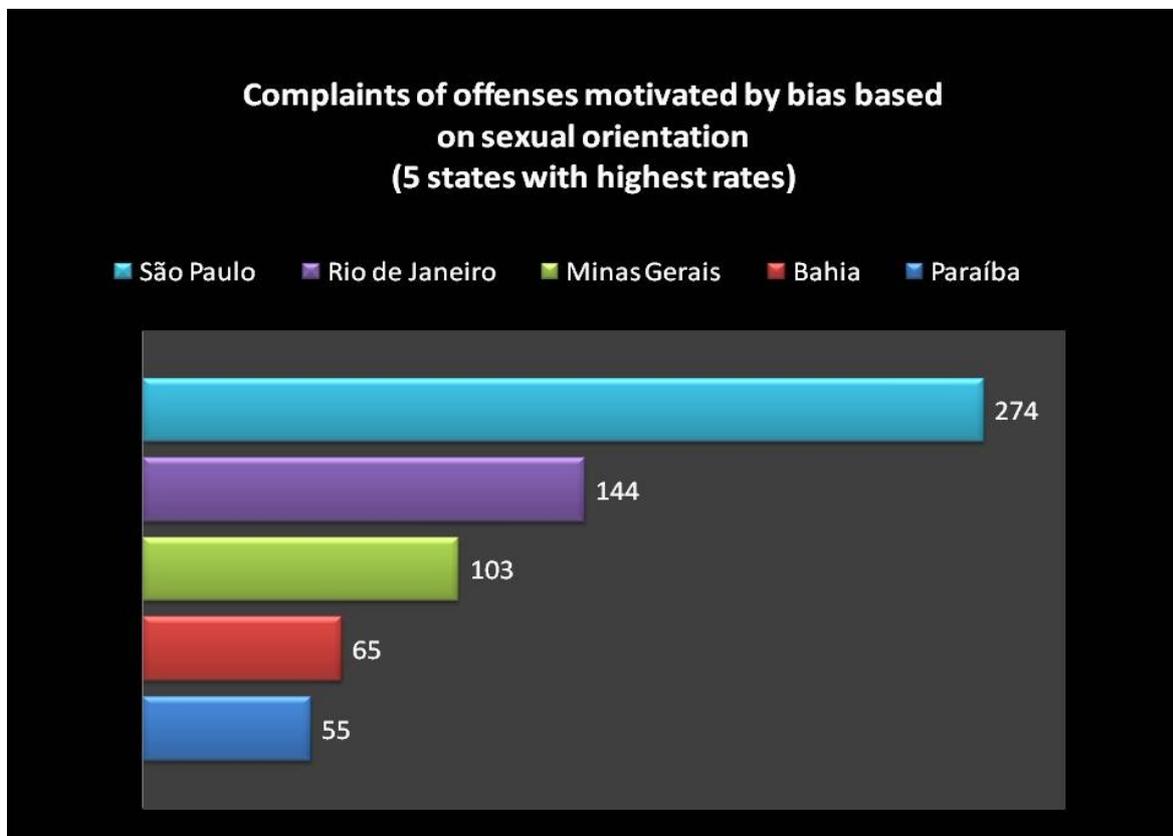
GROUP C: 62-92 complaints

GROUP D: 93-123 complaints

GROUP E: 124-999 complaints

DF: 39 complaints

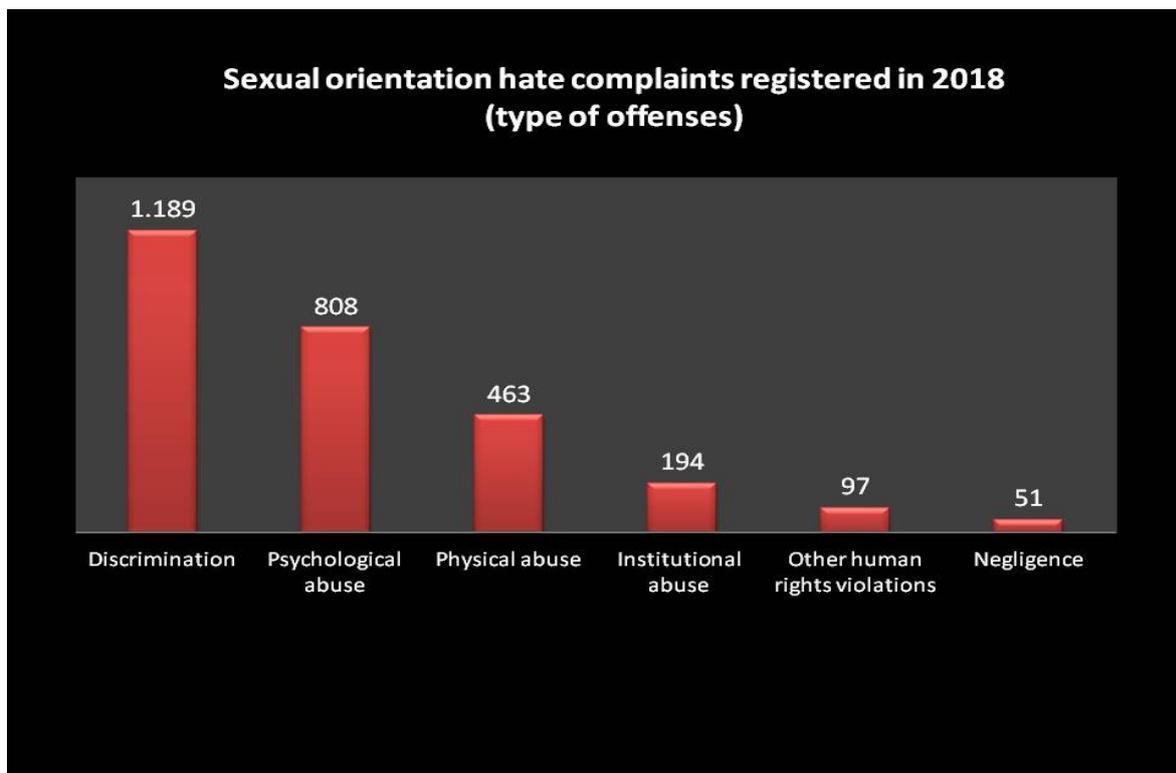
In 2018, the Ministry of Woman, Family, and Human Rights recorded 1,685 complaints of offenses motivated by prejudice based on sexual orientation, targeting the LGBT community. 516 haven't had the state identified. Among the 1,169 complaints whose states were identified, the 5 states with the highest rates are:



The three states with the lowest rates of complaints motivated by bias based on sexual orientation are Amapá (1), Acre (2), and Roraima (2). All of them located in the North region.

Although states from the North region recorded very small numbers of complaints in comparison to the rest of the country, it is worth noting that all states recorded complaints of offenses motivated by bias based on sexual orientation (towards LGBT individuals). The highest numbers of complaints seem to be concentrated in the most populated areas—notably the South-East region.

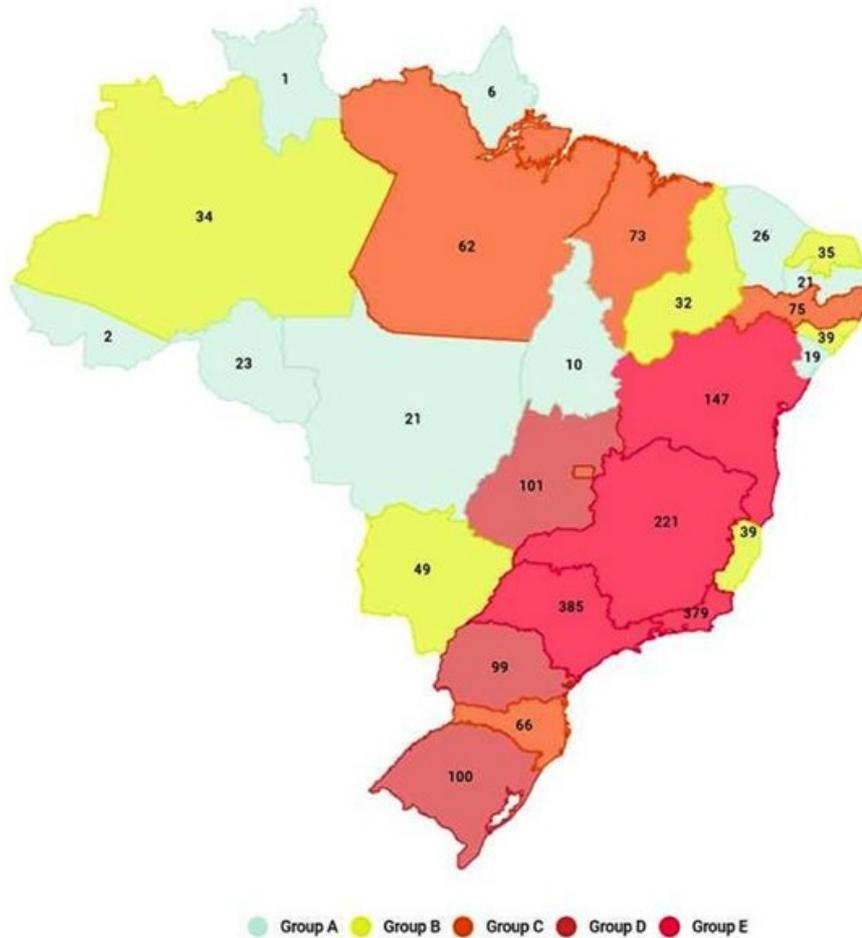
Types of offenses most frequently associated with bias based on sexual orientation are discrimination, followed by psychological and physical abuse.



There are also records of financial abuse (33), sexual violence (30), human traffic (8), slavery (5), and torture / other types of cruel and degrading forms of abuse (1). Among the 1,189 complaints of discrimination, 488 haven't had the state specified.

6.3 GENDER HATE COMPLAINTS (FEMICIDE)

COMPLAINTS OF FEMICIDE ATTEMPTS RECORDED BY THE BRAZILIAN MINISTRY OF WOMAN, FAMILY AND HUMAN RIGHTS



GROUP A: 0-30 complaints

GROUP B: 31-61 complaints

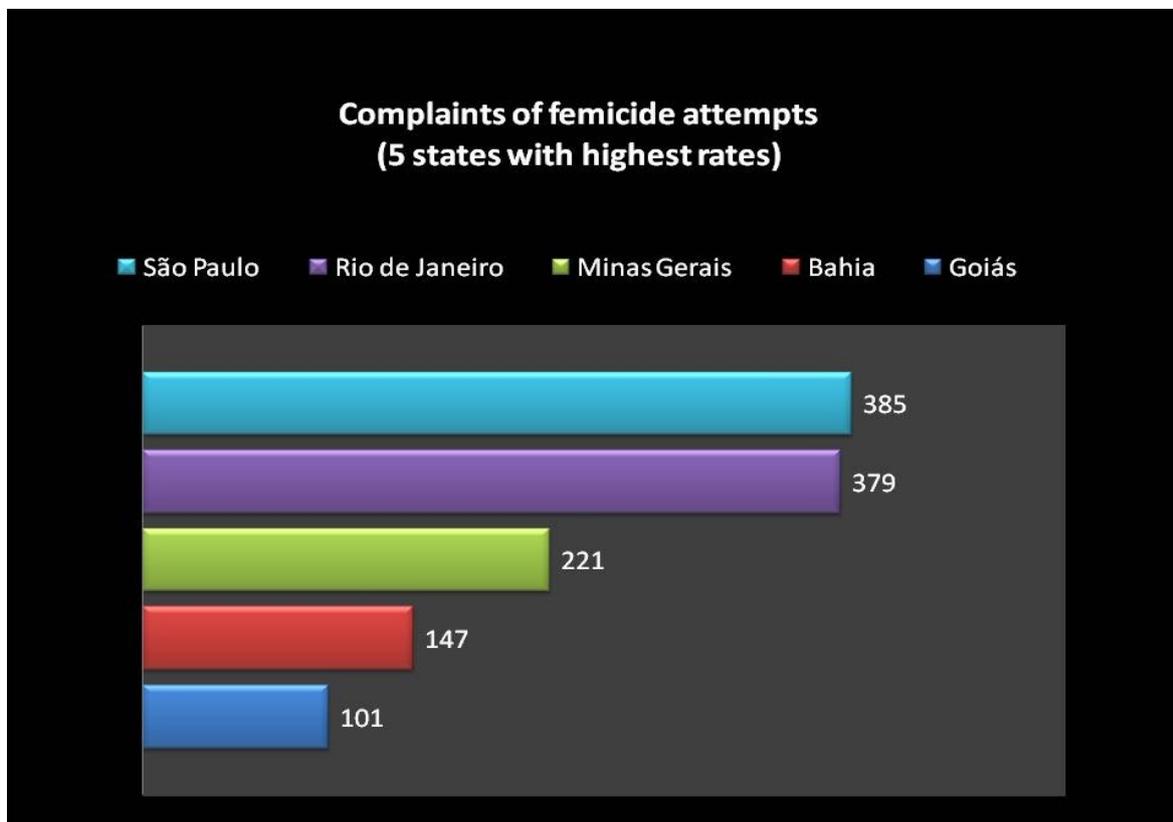
GROUP C: 62-92 complaints

GROUP D: 93-123 complaints

GROUP E: 124-999 complaints

DF: 64 complaints

In 2018, the Ministry of Woman, Family, and Human Rights recorded 2,211 complaints of femicide attempts. 82 haven't had the state identified. Among the 2,129 complaints whose states were identified, the 5 states with the highest rates are:



The three states with the lowest rates of complaints of femicide attempts are Roraima (1), Acre (2), and Amapá (6). All of them located in the North region. Once again the largest proportion of complaints was verified in the most populated states.

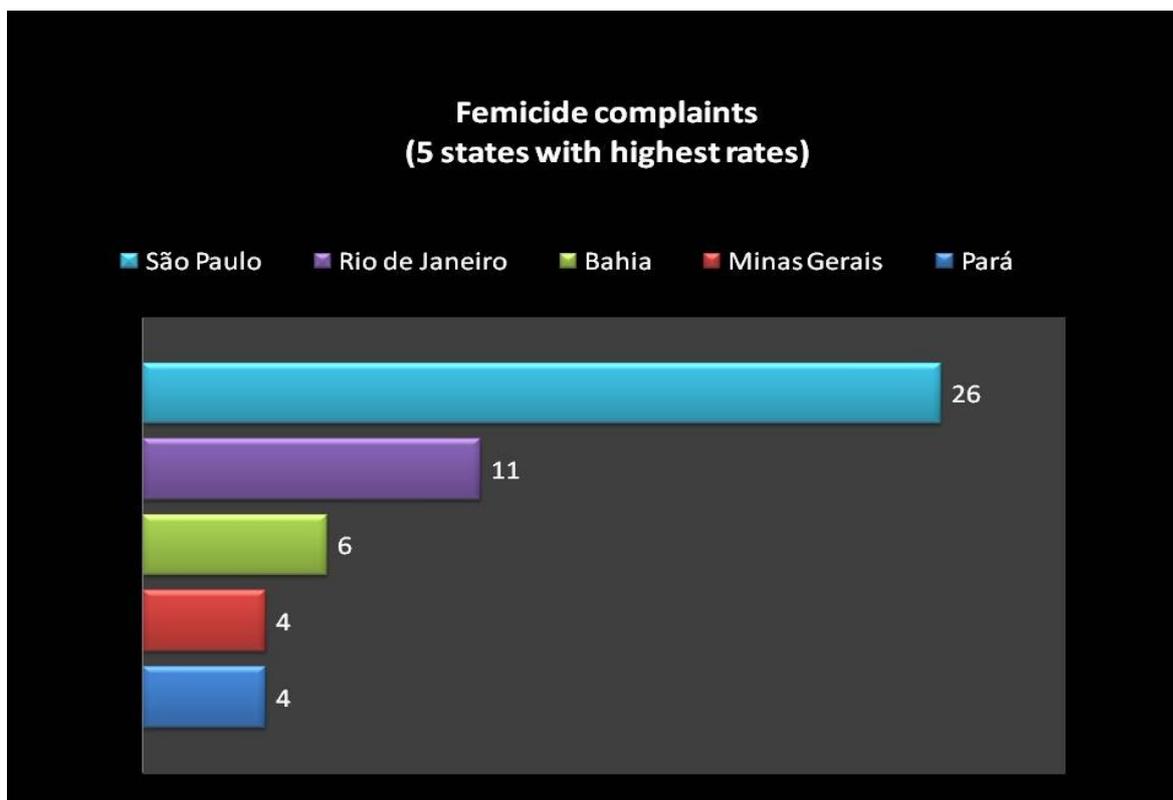
**COMPLAINTS OF FEMICIDE RECORDED BY THE
BRAZILIAN MINISTRY OF WOMAN, FAMILY AND HUMAN RIGHTS**



GROUP A: 0-30 complaints

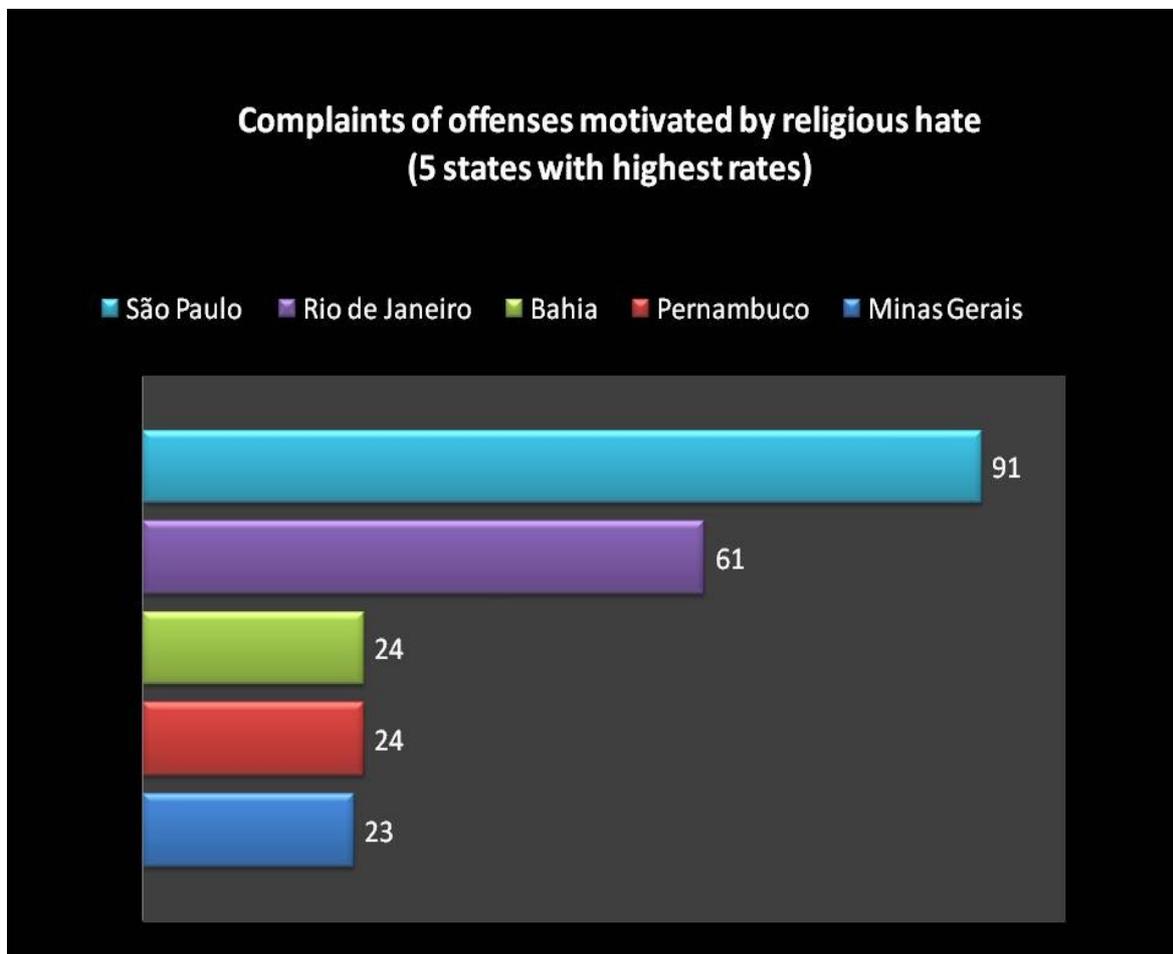
DF: 1 complaint

The number of femicide complaints is considerably inferior to the number of complaints of femicide attempts. In 2018, the Ministry of Woman, Family, and Human Rights recorded 79 complaints of femicide. 12 haven't had the state identified. Among the 67 complaints whose states were identified, the 5 states with highest rates are:



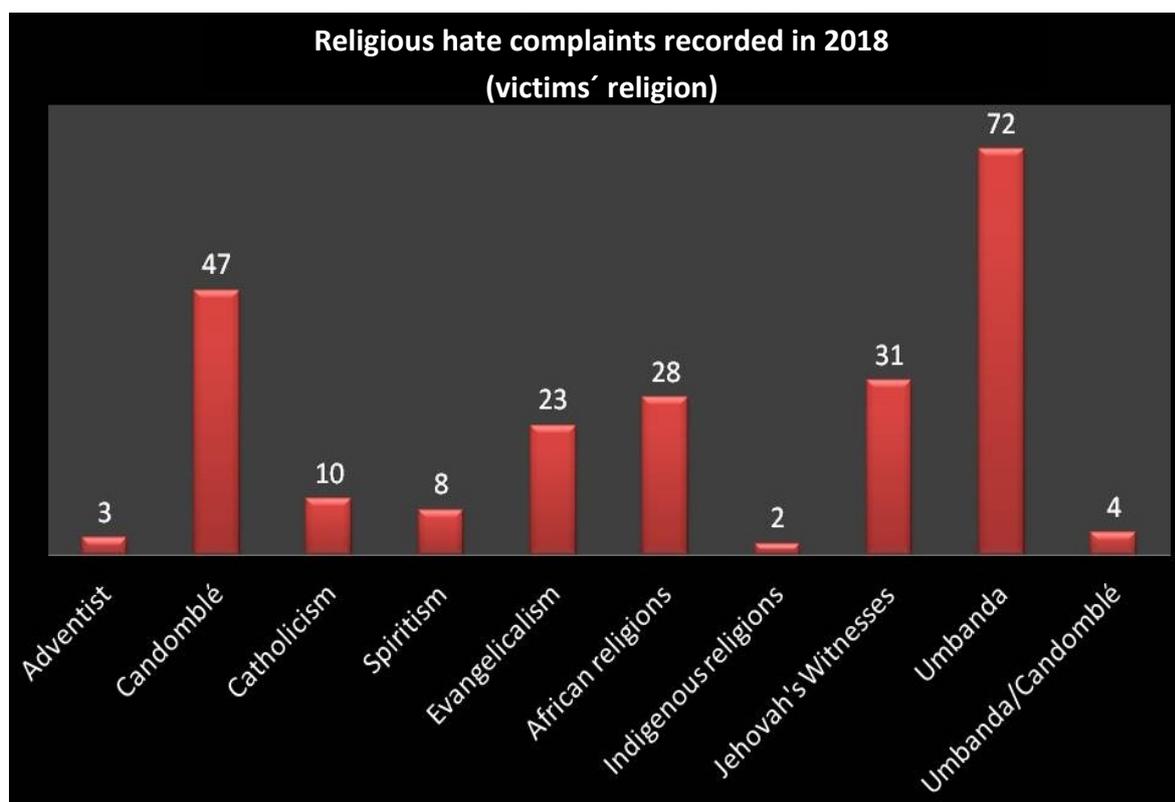
The Ministry of Woman, Family, and Human Rights didn't receive any complaint of femicide from 13 states: Acre, Alagoas, Amapá, Mato Grosso do Sul, Mato Grosso, Paraíba, Pernambuco, Rio Grande do Norte, Rondônia, Roraima, Rio Grande do Sul, Sergipe, and Tocantins.

In 2018, the Ministry of Woman, Family, and Human Rights recorded 506 complaints of offenses motivated by bias based on religion. 191 haven't had the state identified. Among the 315 recorded complaints whose states were identified, the 5 states with the highest rates of religious hate complaints are:



Acre, Rondônia, Roraima, Tocantins, and Sergipe had no records of hate complaints motivated by bias based on religion. 4 out of the 5 states mentioned above are located in the North region of Brazil.

In addition to data about religious hate complaints recorded per state, the Ministry of Woman, Family, and Human Rights also provides information about the religion of the victims. The chart below shows individuals from Umbanda and Candomblé were the main victims of offenses motivated by bias based on religion in 2018. Both Umbanda and Candomblé have African roots.



Candomblé emerged in Brazil in the 19th century as an attempt of black people to redefine their social and religious identity in the aftermath of slavery abolition (Silva, 2005). Umbanda appeared later (in the 20th century) and it was created by predominantly white groups that were in search of a religion that could bring together different elements that form Brazilian culture – they were looking for a religion that could be perceived as genuinely Brazilian. According to Hieda and Alves (2011), Umbanda is a religion that merges elements from indigenous beliefs, African and white religions (such as Christianity).

Since both Candomblé and Umbanda have African roots, hate offenses towards their followers is commonly associated with racism insofar these religions have been historically demonized by Christian groups (Silva, 2005).

Silva (2005) explains animal sacrifice practised by both Candomblé and Umbanda has been wrongly associated with diabolic rituals – a stereotype that is frequently used as justification by those who perpetrate violent acts towards people who follow these religions in Brazil.

Besides the religions highlighted in the chart above, the Ministry of Woman, Family, and Human Rights also recorded one complaint from a Muslim victim and one from a Jewish victim.

It is worth mentioning that although channels available to citizens to report hate offenses recorded a very small number of complaints concerning Islam and Judaism in 2018, the Israeli Confederation of Brazil (CONIB) affirms it is informed almost on a daily basis of offenses motivated by hate towards Jews and the National Association of Islamic Lawyers (ANAJI) also affirms it has being notified of offenses towards Muslim community, especially on the internet.

6.5 ORIGIN HATE COMPLAINTS

Since the Ministry of Woman, Family, and Human Rights considers complaints of offenses motivated by bias based on origin a type of racial complaint, it was impossible to access this data independently.

7. CRIMES and COMPLAINTS

HATE CRIMES



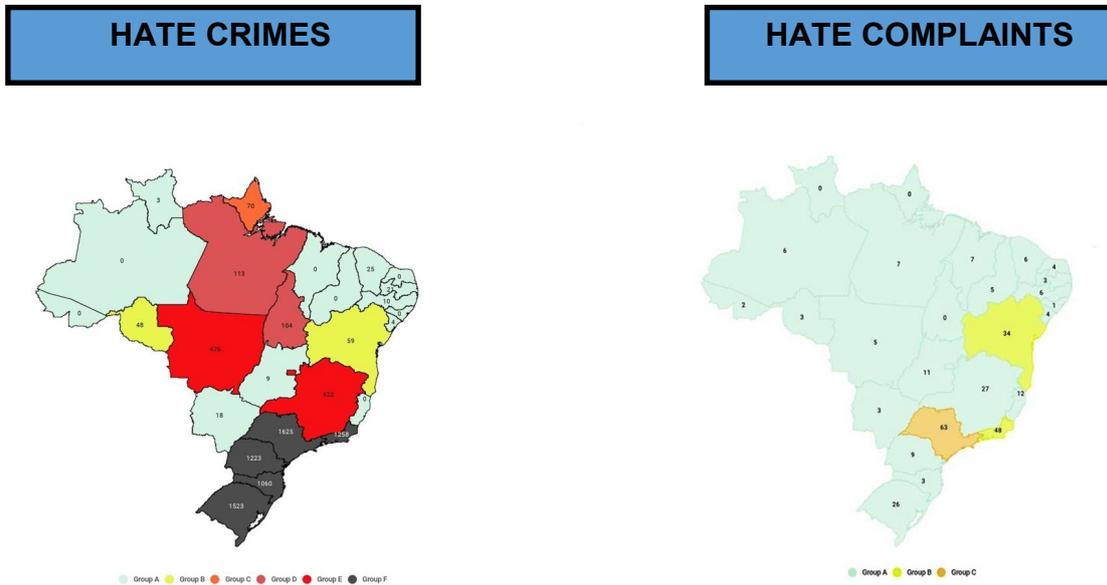
HATE COMPLAINTS



At first sight, the most evident difference between the two maps above is the distribution of hate incidents across the country. Brazil recorded high rates of hate crimes in the South and South East regions whereas hate complaints seem to be more concentrated on both South East and North East regions. The fact in both maps the South East appears with significant rates of hate crimes may be due to many factors but at least two seem to be more prominent: the population size and access to information insofar records of complaints are based on records made by citizens who contacted the Ministry of Woman, Family, and Human Rights through different channels to report hatred-motivated offenses. Without being aware of this service, many citizens don't know how to report such offenses and since the Northern region of Brazil has many areas with limited access to the internet—some don't even have electricity— it becomes more difficult to report hate offenses. It is worth mentioning that although the incidence of both hate crimes and hate complaints in the Northern region may seem small compared to other regions, difficult access to information must be taken into account when analysing this data insofar it may have played a role in criminal records (people may be not aware of what is hate crime and they may also not know what are the tools available to report such crime).

Although the total number of hate crimes recorded in 2018 (crimes motivated by bias based on race, sexual orientation, gender, religion, and origin), 12,098, is more than the double of the number of hate complaints recorded in the same year, 5,096, the distribution of hate incidents per state suggests the existence of crimes under-reported in at least 11 states in which the overall number of complaints was higher than the overall number of hate crimes. These 11 states are: Amazonas, Mato Grosso, Espírito Santo, Bahia, Sergipe, Alagoas, Pernambuco, Rio Grande do Norte, Ceará, Piauí, and Maranhão. In some of them the difference between registering a complaint and reporting a crime is huge. For instance, Amazonas recorded 4 hate crimes in 2018 and 68 hate complaints. This discrepancy between numbers revealed by the maps reinforces the importance of mapping hate incidents (both crimes and complaints), especially because high numbers of hate crimes alone are many times a bit far from reality due to the existence of dark figures formed by under-reported crimes.

7.1 RACE



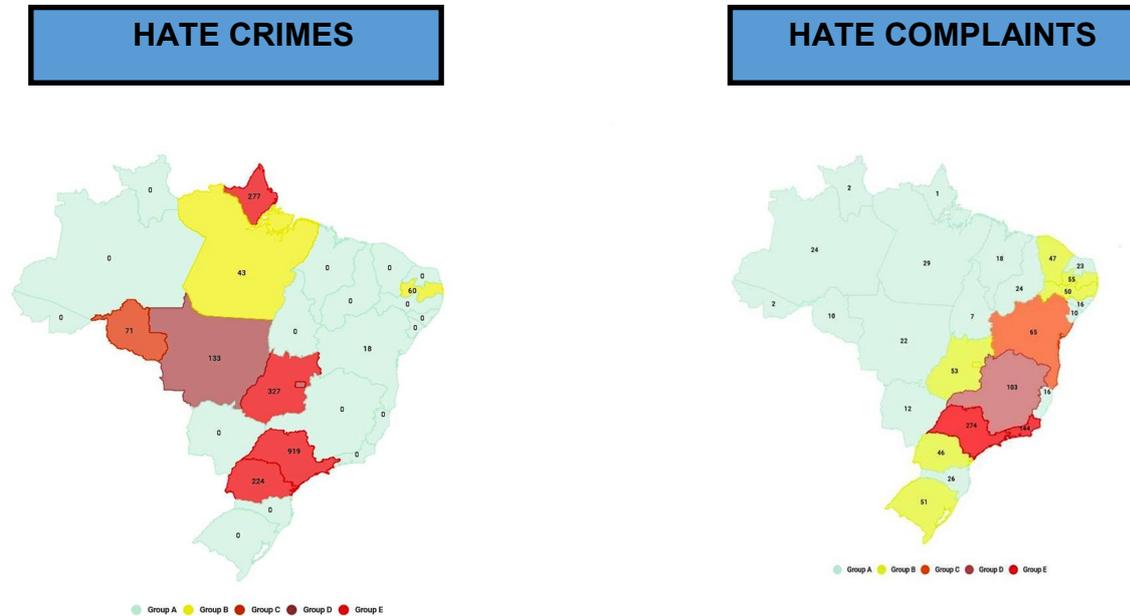
The comparison between racial hate crimes recorded in 2018 in Brazil and racial hate complaints recorded by the Ministry of Woman, Family, and Human Rights turns evident discrepancies on how citizens perceive hostile attitudes motivated by bias based on race.

The total number of racial hate crimes recorded in 2018 (8.525) is more than thirteen times the number of racial hate complaints (615) despite the fact that not all states have recorded this type of hate crime in 2018.

Discrepancies in some states are impressive. For example, Paraná recorded 9 racial hate complaints and 1.223 racial hate crimes in the same year. Overall, nine states with low records of racial hate complaints (were classified as Group A) appear with higher numbers of racial hate crimes: Amapá, Pará, Tocantins, Mato Grosso, Minas Gerais, Rondônia, Paraná, Rio Grande do Sul, and Santa Catarina. A possible explanation for it may rely on the fact that racial discrimination in Brazil is frequently perceived as something casual (Azevedo, 1975), which doesn't demand neither a complaint nor a criminal report. Therefore, many people may have been discriminated or were treated differently due to their colour but due to structural racism, which is rooted in Brazilian society since colonial ages (Seyferth, 2002), they haven't realised that behaviour was hate crime.

Although the overall number of racial hate crimes is much bigger than the overall number of racial hate complaints, in 8 states the situation was the opposite. That is, their records of complaints surpassed the records of crimes. These states are: Acre, Alagoas, Amazonas, Espírito Santo, Goiás, Maranhão, Piauí, and Rio Grande do Norte. The sharpest difference was verified in Espírito Santo: the state had no records of racial hate crimes and 12 complaints in the same year.

7.2 SEXUAL ORIENTATION



The difference between the number of hate crimes and hate complaints motivated by bias based on sexual orientation (against LGBT community) is lower in comparison to the one verified with racial hate crimes and complaints. In 2018, Brazilian police officers recorded 2,165 sexual orientation hate crimes and the Ministry of Woman, Family, and Human Rights received 1,685 complaints.

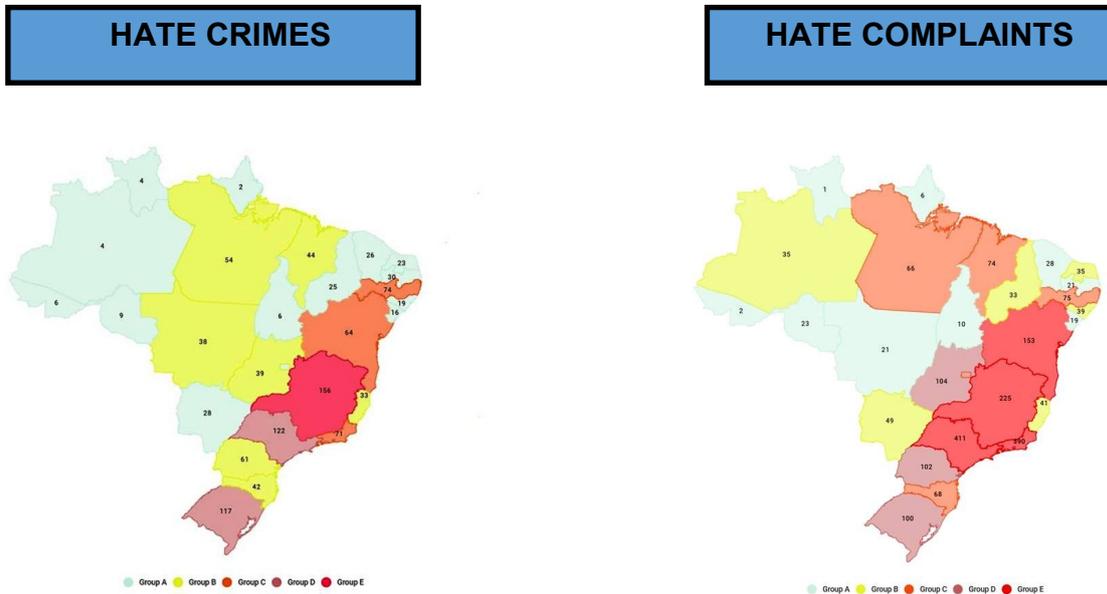
Despite the absence of a legal definition that classifies crimes motivated by bias based on sexual orientation as a type of hate crime, 9 states and the Federal District separated these crimes from other types of hate crimes and although they represent a small proportion in comparison to the totality of Brazilian states (26), numbers recorded by them altogether surpassed the number of complaints of offenses motivated by bias based on sexual orientation.

The number of sexual orientation hate crimes is particularly high in some states from the South-East and Centre-West regions, reaching almost one thousand records in São Paulo. One of the most striking discrepancies is verified in Mato Grosso. The state had 22 complaints of offenses motivated by bias based on sexual orientation and 133 sexual hate crimes (including 15 homicides: the highest official number of homicides motivated by bias based on sexual orientation in the country in 2018).

In 19 states (more than half of Brazilian states) the number of complaints was higher than the number of hate crimes recorded by the police (Acre, Alagoas, Amazonas, Bahia, Ceará, Espírito Santo, Maranhão, Minas Gerais, Mato Grosso do Sul, Pernambuco, Piauí, Rio de Janeiro, Rio Grande do Norte, Rio Grande do Sul, Rondônia, Roraima, Santa Catarina, Sergipe, and Tocantins). In Rio de Janeiro, one of the most populated states of Brazil, the high number of complaints (144) indicates the need for policies that promote respect and ensure equal rights to citizens regardless of their sexual orientation.

These maps also reveal differences in the distribution of hate crimes and hate complaints. There were high numbers of sexual orientation hate crimes in the South-East, Centre-East, and North-region whereas high numbers of sexual orientation complaints were concentrated in the South-East.

7.3 GENDER (TARGETING WOMEN: FEMICIDE)



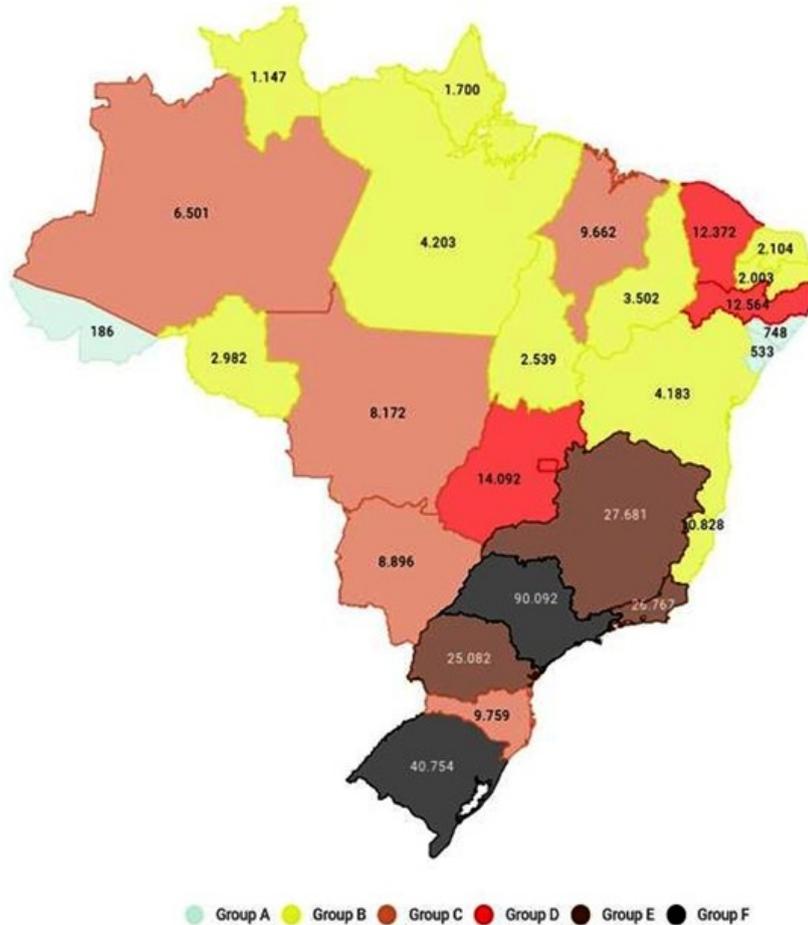
The map of gender hate complaints is the result of the summation of numbers of femicide complaints and complaints of femicide attempts recorded by the Ministry of Woman, Family, and Human Rights. With respect to incidents motivated by hate towards women, the overall number of complaints (2,290) is higher than the overall number of hate crimes (1,141) and the maps above suggest femicides have been under-reported in Brazil.

It must be taken into account that femicide is the final stage of violence towards women when motivated by hate. Before that, a series of abuses may take place and the number of complaints of femicide attempts (2,211) turns evident how individuals perceive violence that precedes gender-hatred murder (or femicide). That is the reason why this type of complaint was included in the analysis. In 21 states the number of complaints surpassed the number of crimes: Alagoas, Amapá, Amazonas, Bahia, Ceará, Espírito Santo, Goiás, Maranhão, Mato Grosso do Sul, Minas Gerais, Pará, Paraná, Pernambuco, Piauí, Rio de Janeiro, Rio Grande do Norte, Rondônia, Santa Catarina, São Paulo, Sergipe, and Tocantins. All the states of the most populated region, South-East, recorded higher number of complaints.

Overall, only 4 states had small numbers of complaints in comparison to criminal records: Mato Grosso, Acre, Roraima, and Paraíba.

7.3 GENDER (TARGETING WOMEN: FEMICIDE)

WOMEN WHO DEMANDED PROTECTION IN 2018



GROUP A: 0-1.000

GROUP B: 1.001-5.000

GROUP C: 5.001-10.000

GROUP D: 10.001-20.000

GROUP E: 20.001-30.000

GROUP F: OVER 30.001

*DF: 10.164 women demanded protection

7.3 GENDER (TARGETING WOMEN: FEMICIDE)

According to the Federal Justice Council, 339,216 women demanded protection in 2018. This map seems to reinforce the hypothesis that incidents motivated by hate towards women are more frequent in the most populated states, notably in the South-East region, reaching over 90,000 women in São Paulo who had to seek legal protection to remain alive and/or avoid physical abuse.

7.4 RELIGION

HATE CRIMES



HATE COMPLAINTS



Incidents motivated by bias based on religion are another example of how hatred-offenses can be subtle, remain under-reported, and hence, overlooked by local authorities. The Ministry of Woman, Family, and Human Rights recorded 506 complaints of offenses motivated by bias based on religion in 2018 whereas police officers recorded 220 hate crimes with the same motivation. The majority of states (21) and the Federal District recorded at least one religious complaint. Although crimes motivated by bias based on religion are part of the definition of hate crime passed by the Brazilian Congress, only 5 states and the District Federal have records of it, suggesting at least 4 hypotheses:

- Incidents motivated by bias based on religion don't happen in most states
- Incidents motivated by bias based on religion haven't been monitored by the Police (Police doesn't register them as religious hate crimes)
- Incidents motivated by bias based on religion have been recorded as racial hate crimes and, in this case, although they are recorded, it is hard to separate them from crimes that had no religious motivation
- Incidents motivated by bias based on religion are under-reported (citizens don't report this kind of incident)

8. CONCLUSIONS

- The Federal Constitution of Brazil states that all citizens are equal before the law and the country has legally defined hate crimes as a means to combat crimes motivated by hate. Nevertheless, records of hate crimes and hate complaints prove thousands of people have been attacked due to their race, sexual orientation, gender, religion, and origin. At least 1,175 people were murdered due to hate in 2018.
- Despite the existence of a law that defines hate crimes, there is no agreement on how states should record these crimes. The lack of a federal approach to record hate crimes have led some states to classify crimes motivated by bias based on religion as racial hate crimes. 5 states included hate crimes motivated by bias based on religion on their records of racial hate crimes, making it impossible to identify how many crimes had any kind of religious prejudice behind. Although religious beliefs can characterize a certain race from the sociological perspective, the absence of distinction between religious and racial hate crimes obstructs detailed monitoring and analysis of trends with respect to religious hate crimes. The same problem was verified with respect to hate crimes motivated by bias based on origin. The majority of Brazilian states (24 states) and the Federal District don't have numbers of this type of hate crime. Two states confirmed they classify crimes motivated by bias based on origin as racial hate crimes (Rio de Janeiro and Pernambuco). Although relying on the sociological understanding of race, this practice tends to shadow hate crimes whose main driver may be associated with religion or origin.
- Although hate crimes motivated by bias based on sexual orientation haven't been legally defined in Brazil yet, 9 states and the Federal District have recorded and distinguished them from racial hate crimes.
- São Paulo was the only state that recorded all types of hate crimes and it was also the state with the highest total numbers of hate crimes and hate complaints. Besides being the Brazilian most populated state, it is worth mentioning that São Paulo has a digital system that enables people to report crimes without going to the police station. They can report a crime electronically. Although not all types of crimes can be reported through this system, crimes such as defamation, calumny, and abusive behaviour (common types of hate crimes) can be recorded and this facility may have contributed to the high numbers of hate crimes recorded in this state insofar it prevents citizens from feeling ashamed while reporting a hate crime.

- A detailed analysis of racial hate crimes recorded in São Paulo suggests Brazilian police authorities require training to identify hate crimes and monitor them. Besides types of crimes that are often hatred motivated (such as abusive behaviour, threatening, calumny, and defamation), we also found types of crimes, which without detailed information, are hard to be described as hate crimes. Some examples are: robbery, object apprehension, theft and misuse of controlled substance among others. Without knowing what characterizes a hate crime, police officers may record a crime as such by mistake, and the opposite may also happen, that is, police officers may not record an incident as a hate crime because they don't know its definition.
- The high number of sexual orientation hate crimes towards LGBT recorded in 2018 indicates the importance of addressing this topic in Brazil. Records of 9 states and the Federal District (less than half of the overall number of Brazilian states) was enough to place this type of hate crime as second in the ranking of hate crimes recorded in 2018.
- Although 9 states and the Federal District recorded hate crimes motivated by bias based on sexual orientation (especially against LGBT), the absence of information about the sexual orientation of the victims turns it difficult to identify the most vulnerable groups and other trends.
- As far as homicides are concerned, the number of homicides motivated by bias based on sexual orientation (homophobic behaviour) is impressive. Among the 9 states that recorded hate crimes perpetrated against LGBT individuals, 4 have homicide records. The number of homicides is only inferior to the one caused by bias based on gender (femicide).
- Femicide was the only type of hate crime that was recorded in all Brazilian states. Besides suggesting that it may be a type of hate crime deeply rooted in Brazilian culture, numbers may also reflect recent governmental efforts to tackle this type of crime such as the femicide law that came into force in 2015. Since this date, there has been a growing concern about femicide and public authorities have been advised to monitor it and develop strategies to address this problem. Pernambuco, for example, has trained police officers to learn how to identify femicides and record them correctly. According to the Public Security Department of Pernambuco, the state has also invested in Women's Police Stations as a means to encourage women to report crimes committed against them, especially if they are hatred-motivated.

- Although 5 states and the Federal District managed to identify religious hate crimes and record them as such, only one state (Rondônia) had details about the victims' religion. Knowing the victim's religion if she suffered an attack or offense motivated by his/her religion is crucial to identifying the roots of the discrimination and develop strategies to tackle it appropriately. Without knowing the victim's religion it is impossible to monitor this type of hate crime, and hence, measure its extension.
- As far as origin hate crimes are concerned, it was very difficult to map this type of hate crime due to lack of information. The vast majority of Brazilian states don't have records of crimes motivated by bias based on origin/nationality. Only two states distinguished origin from racial hate crimes (São Paulo and Roraima) and none of them had detailed information about the victim's nationality. Lack of information is even worse when it comes to complaints recorded by the Ministry of Woman, Family, and Human Rights. Offenses motivated by bias based on origin/nationality are registered as racial complaints. Thereby, it is impossible to identify which offenses recorded as race-motivated had the origin/nationality as main driver. It is worth mentioning that despite the lack of information, it is not rare to read news about Venezuelans who have been attacked in the Northern region of Brazil. Since the beginning of the crisis in the neighbour country, at least 168,000 Venezuelans (UNHCR, 2019) fled to Brazil and crimes/offenses towards them don't appear on official records.
- According to data provided by the Ministry of Woman, Family, and Human Rights, the three states that recorded the highest rates of hate complaints in 2018 are São Paulo, Rio de Janeiro, and Minas Gerais. They are the most populated and urbanized Brazilian states – characteristics that may have played a role in the statistics for two main reasons: (1) the bigger the population, the bigger are the chances of having more cases of offenses motivated by hate; (2) in urbanized areas, people have easier access to information, which facilitates reporting offenses. As far as hate complaints are concerned, the Ministry of Woman, Family, and Human Rights has multiple channels available to citizens to report offenses (help lines, apps, website, email, and in-person assistance) but they can only be used if the population is aware of its existence. In this sense, high number of hate complaints indicates that many people are living with fear but it also indicates citizens are becoming aware of their rights and of the importance of reporting offenses. The importance of promoting these channels to report hate offenses is underscored by the almost absence of complaints in the Northern region.
- Detailed information about types of racial complaints recorded by the Ministry of Woman, Family, and Human Rights provides an important insight on how Brazilians perceive racism. Besides the existence of a high number of discrimination complaints, there are also records of other types of human rights violations and a considerable number of psychological abuses – a type of silent offense that is hardly reported.

- With respect to hate complaints targeting LGBT, that is, hate complaints motivated by bias based on sexual orientation, detailed information about types of offenses highlights the urgency of implementing strategies to combat homophobia and transphobia in Brazil. Besides the impressive number of discrimination complaints (1,189), the Ministry of Woman, Family, and Human Rights also recorded complaints of slavery, human traffic, and torture.
- Complaints of femicide attempts were recorded in all Brazilian states and the overall number is more than twenty times the number of complaints of femicide. Besides demonstrating the worrisome spread of this type of hate crime, numbers also suggest that Brazilian women are becoming more aware of the violence stages that culminate with this type of crime and they are seeking help. This hypothesis is further confirmed by the number of women who demanded protection in 2018.
- Detailed information about victims' religion provided by the Ministry of Woman, Family, and Human Rights is of paramount importance to identify religions that have been more targeted by haters and extremists. African-Brazilian religions are placed first in this ranking and to some scholars, prejudice towards these religions can be perceived as a side effect of racism due to colonial heritage.

9. ACTIONABLE RECOMMENDATIONS

1. Enforce the law for the States to record and keep track of all types of hate crimes and complaints as clearly defined (and required) by the Brazilian legal system. Currently, the records are in piece meal which makes it difficult to monitor hate crimes and curate preventative strategies.
2. Develop a uniform federal level system for recording hates crimes and complaints that is the same across all the states. This consistency will give a clear insight into hate crimes at a national level, therefore, making it easier to design and implement a national strategy to monitor, forecast as well as prevent hate crimes. Furthermore, this will establish a baseline on which to compare year-wise and state-wise.
3. Circulate a survey across concerned security departments to understand the challenges they face in recording hate crimes and complaints – maybe some of the security staff do not have a clear understanding of each hate crime and complaint or they may be facing technical challenges in recording them. This survey could inform in-service training.
4. Organizing intensive in-service training sessions for security staff to build their technical as well as social and emotional skills and other competencies (interpersonal, communications, conflict resolution etc.) to enable them to handle intense emotional/ psychological situations or complaints from victims who might be traumatized. Sometimes, all it takes to feel safe and open up is an emotional connection on the fundamental basis of recognizing the other as human, dignified.
5. Organize regular training sessions for security staff to update them on local/national trends concerning hate crimes especially in a society that is currently discussing how to address online hate speech and its offline effects.
6. Amend the federal law and legal definition of hate crimes to include hate crimes motivated by bias on the basis of sexual orientation. The evidence from the 9 states that have recorded it (even without it being included in the legal definition) is conclusive.
7. Undertake a public campaign (online and offline) to make aware the public of hate crimes and complaints, what they are, what they are not and the right channels of reporting them. This could be a cool, preferably youth-led campaign that is informative and fun.

8. Undertake a public campaign in the Northern region (possibly in partnership with UNHCR) to raise awareness on tools available to report hate crimes and complaints among refugees and asylum seekers who live in Brazil. This campaign can be developed in both Portuguese and Spanish.
9. Implement strategies to combat homophobia and transphobia in Brazil. For example, undertake a special campaign to make aware the public on hate crimes and complaints on the basis of sexual orientation (LGBTQ+). Along the same lines, provide in-service training for security staff to be able to handle such crimes and complaints. More importantly, create actionable preventative strategies to mellow bias against the LGBT community.
10. For hate crimes motivated by bias based on religion, ensure that states and corresponding security apparatuses record the victim's religion. This way, it is easy to know and therefore, intervene to address the root causes or motivations.
11. Hate crimes motivated by bias based on race and hate crimes motivated by bias based on origin are not the same. Currently, few states have recorded the later without mixing it with the former. Disentangle the two – create a separate subset specifically for hate crimes motivated on bias based on origin.
12. Implement a roadmap to tackle hate crimes motivated by bias against women (femicide). This could include easy and safe (not just physically but emotionally, psychologically) access to counselling and protection from possible retaliation. It could also start at the grassroots, in schools where students could be introduced to the issue through art, sports and other social and emotional exercises like mindfulness, emotional regulation and critical thinking.
13. Increase the number of call centres, online reporting options, security staff, infrastructure and most importantly, undertake large public campaigns to create awareness, break stereotypes and implement strategies to tackle hate crimes and complaints in urbanized and highly populated states like Sao Paulo, Rio de Janeiro, and Minas Gerais.
14. Make hate crimes an important component of the school curriculum. This could include pedagogies to enable students and teachers to identify and critically examine hate crimes and learn to curate ways to prevent them in the classroom, school and homes. Require teachers to undertake in-service training to learn new education methodologies like social and emotional learning and other ways through which education can be a preventative tool for hate crimes.

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