

HATE CRIME PRESENTATION

COMMUNITY SAFETY UNIT TRAINING

Hate Crime Policy & Development Team - Frontline Policing Delivery Unit



MORE TRUST | **LESS CRIME** | **HIGH STANDARDS**

What is hate crime?

Any criminal offence which is perceived by the victim, or any other person, to be motivated by a hostility or the offender demonstrates hostility or prejudice based on:

- a person's **race** or perceived race, or
- a person's **religion** or **perceived** religion, or
- a person's **sexual** orientation or **perceived sexual** orientation, or
- a person's **disability** or perceived disability,
- a person who is **transgender** or perceived to be transgender

WHAT IS HATE CRIME?

Hate crime is any crime committed against someone through prejudice or hatred. This could be due to:

Disability

Including physical, hearing and visual impairments, mental ill health or learning disabilities

Race

Nationality, ethnicity, skin colour or heritage

Faith

Includes religion and belief; this also includes non-religious belief

Sexual orientation

People of diverse sexual orientations, including but not limited to gay, lesbian, bisexual, heterosexual and other identities

Gender identity

People who have trans or non-binary gender expression

What is a non-crime hate incident?

A non-crime hate incident is any incident where a crime has not taken place, but which is perceived by the victim or any other person to be motivated by hostility or the offender demonstrates hostility or prejudice based on a person's:

- a person's **race** or perceived race, or
- a person's **religion** or perceived religion, or
- a person's **sexual orientation** or perceived sexual orientation, or
- a person's **disability** or perceived disability,
- a person who is **transgender** or perceived to be transgender

In relation to the new Code of Practice for the recording of non-crime hate incidents, the public are encouraged to continue to make hate crime reports as they have been doing previously.

Victims of Hate Crime in the UK



Victim Care

- Do not stereotype or make assumptions based on a victim's sex, gender identity, race, nationality, religion, culture, age, sexual orientation, disability (consider hidden disabilities, such as mental health, impaired hearing, etc.)
- Ensure a Victim Personal Statement has been obtained. Ensure this is obtained at the earliest opportunity whilst the impact of the incident is fresh
- Identify vulnerable/intimidated victims/witnesses. Obtain evidence in line with Investigative Interviewing Policy
- Consider using a Visually Recorded Interview (Achieving Best Evidence ABE interview) for any vulnerable/intimidated victims or witnesses
- In every case, where appropriate, obtain a Community Impact Statement and an Expert Witness Statement
- Offer victim support services and refer to CATCH or any other specialist organisations whenever appropriate
- Seek advice from your local BCU Hate Crime Outcome & Performance Officer, Faith Engagement Officer or LGBT+ Community Engagement Officer

Community Alliance to Combat Hate - CATCH

CATCH is a group of charities working to end hate crime. They give specialist advice and support to people targeted with violence, abuse or harassment because of their race, religion, disability, sexuality or gender identity.

CATCH is an advocacy service for people facing hate crime in London. It focuses on working with people in the highest levels of risk, impact and need.

CATCH is a service for adults over the age of 18 years. Those under the age of 18 years are directed to contact Victim Support.

www.catch-hatecrime.org.uk

catch
Communities Against Hate

CATCH is a group of charities working to end hate crime. We're here to give specialist advice and help to people targeted with violence, abuse or harassment because of their race, religion, disability, sexuality or gender identity.

Talk to us for advice, help or to get something off your chest. We can provide:

- A safe space to talk and explore your options
- Advice on your rights
- Support with the police and going to court
- Advice on applying for compensation
- Help getting further support such as counselling and housing

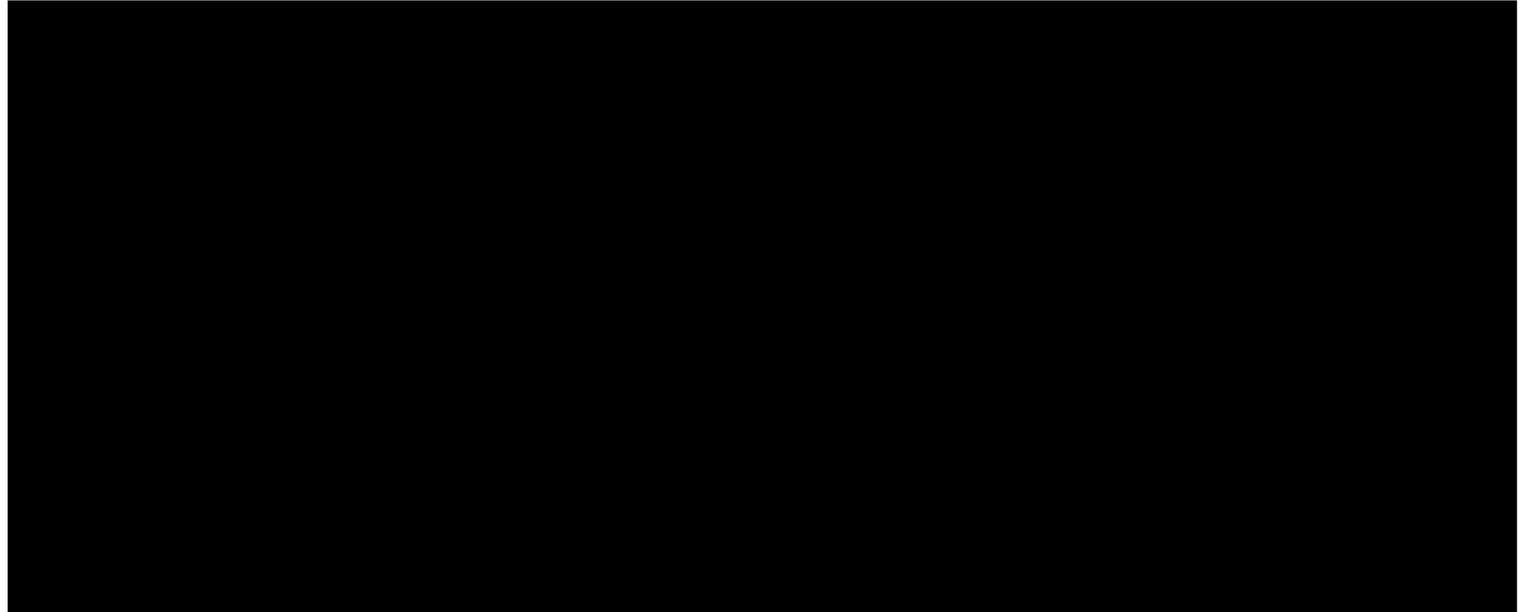
Perception based recording... What does that mean?

This means -

If anyone perceives an incident to be a hate crime, the police 'MUST' record it and treat it as a hate crime.

Also...

If the victim states that they don't think it is a hate crime, but the police perceive that it is... the police will continue to record and investigate the incident as a hate crime.



124H Hate Crime Risk Assessment

Initially launched in November 2020, the 124H is an electronic risk assessment tool comprising of a series of mandatory questions to the victim and/or witness of hate crime.

The 124H questions guide investigators to the level of risk to the victim/witness and identify safeguarding measures needed and as is recorded as part of the DETs screen. **This aligns hate crime with the 124D Risk Assessment for Domestic Abuse cases.**

Correct completion ensures all victims of hate crime are offered a referral to a partner agency who can provide them specialist support (CATCH).

The ultimate aim of the 124H is to improve the initial investigation of hate crime reports, which in turn will provide positive outcomes and improve the overall response we give to victims and witnesses.

Motivated versus Demonstrated?

It is also important to understand there are occasions where an offender will demonstrate hostility towards a victim based on that victim's specific characteristic or their perception of that characteristic but not be motivated by any previous prejudice.

- **Motivated hate crime** is initiated purely on discrimination, so in other words there were no other accompanying acts or words at the time of or immediately before the offence.
- **Demonstrated hate crime** (previously referred to as aggravated hate crime) requires the offender to do some other act, including saying or indicating something that gives rise to an indication that they are hostile towards the victim due to their membership (or perceived membership) of a particular protected group.

Regardless of the suspect's motivations, prejudices or lack of, this will likely still affect the victim and should in no way diminish the importance of dealing with this as a hate crime to the same high standards expected, ensuring the victim is supported and their needs met.

Hate crime legislation



- **S.28 of the Crime and Disorder Act 1998** - provides a definition for the term “racially or religiously aggravated”
- **S.29 - 32 of the Crime and Disorder Act 1998** - shares guidance for specific racially and religiously aggravated offences
- **S.145 and 146 of the Criminal Justice Act 2003** - regarding the power of courts to increase sentences for hate crime cases where conviction was prior to 1st December 2020
- **S.66 Sentencing Act 2020** - regarding the power of courts to increase sentences for convictions for hate crime on or after the 1st December 2020

Online hate crime

With the rise in the use of the internet and particularly social media, we have seen a rise in online hate crime and this is increasingly something the Met is tackling.

The responsibilities of the Met when responding to online hate on social media, or broadcast via television, radio or any other media, are the same as those for any other hate crime or non-crime hate incident. These matters will be investigated to the same high standard as all other types of hate crime, with each case is dealt with on its own merits.

When reporting online hate crime, screenshot the offending article / comment and any IP / email address in case the suspect deletes it or the social media platform removes it.

Report offending articles to the social platform itself and block offending accounts.



Online hate crime & offensive material via social media or telecommunications

- S.1 Malicious Communications Act 1988
- S.127(1) Communications Act 2003



Secondary investigation – Immediate actions

- Review 124H Hate Crim Risk Assessment on CRIS and continue to identify, assess and manage risk
- Adhere to the relevant guidance if deemed as a critical incident
- Review all evidence obtained during primary investigation
- Ensure the protection and safeguarding of vulnerable adults and children by assessing all victims/witnesses/persons in line with the Vulnerability Assessment Framework (VAF)
- Consider the protected characteristic/s of the victim/witness/suspects (as defined by Equality Act 2010) and treat according to their needs. Avoid making assumptions or stereotyping
- Make contact with the victim(s) as soon as possible to explain what steps will be taken next and address any concerns they may have at that stage.
- Ensure any victim or witnesses are given the Crime Reference number for any future enquiries they may have
- Ensure the victim(s) is immediately updated with the current status of the case including any RUI/bail of the suspect or NFA decisions being made

Secondary investigation – Further actions

- It is essential relevant intelligence checks on all police indices including AIRSPACE, going back a minimum of five years, are conducted on all parties involved including any victim, suspect or witness and the results recorded on the crime report
- The CPS director's guidance version 6 (DGv6) states; 'where an offence under consideration is flagged as a hate crime, or relates to an offence with such a flag, it is the CPS who must make the decision to charge
- All victims and witnesses of hate must be *offered* a referral to CATCH, a relevant support agency or partner. This is not the same thing as automatically making the referral as consent from the victim or witness is required before sharing details with support agencies
- Seek advice and support from your BCU Hate Crime Outcome & Performance Officer. They are specialists in hate crime and work with the Lead Responsible Officer (LRO) and Frontline Policing Delivery Unit (FLPDU) to ensure a consistent, professional and victim focused approach to hate crime across the MPS

Secondary supervision – Immediate actions

- Review the initial report and primary investigation as recorded on the CRIS
- If satisfied that all primary investigation actions have been completed, record on the CRIS DETs a secondary investigation strategy and plan of action
- Supervisor's should consider allocating it to an officer with the appropriate experience, knowledge and capacity to progress the investigation
- Consider whether the circumstances in the crime report at hand may include an emerging or particularly concerning issue or trend
- Ensure the relevant hate crime flags are present on the report even where there is no evidence of an offence being committed

Secondary supervision – Further actions

- Weekly supervision for ongoing investigations should be conducted in line with the focused supervision principles. This may require no more than a regular review of the crime report by the supervisor
- Where an ERPT officer is allocated a hate crime to investigate, there should be more emphasis on supervision to ensure the matter is being progressed expeditiously
- As a supervisor it is your responsibility to ensure that any investigation strategy and action plan set by you is completed by OIC in a timely manner
- No investigation should take more than five months to complete unless exceptional circumstances apply in which case the details must be recorded on the CRIS DETs for oversight and transparency
- Consider appointing a deputy where the OIC is absent such as periods of annual leave and sickness, especially in complex cases or where actions are time sensitive
- The BCU Hate Crime Outcome and Performance Officer (HCOP) should be consulted if need be

Closing a crime report and Outcome Codes

Once all evidential leads have been exhausted or it is not within the Public Interest to continue with an investigation (i.e. CCTV leads are too prohibitive in relation to the seriousness of the crime) a closing report will be required from the OIC.

There are many reasons for closing a crime however the most common are:-

- **Insufficient evidence to proceed** - all available leads have been exhausted and there is no evidence to support the investigation. This could include cases where there is no corroborative evidence to support the victim's allegation (i.e. 'one word against the other')
- **Not within the Public Interest to proceed** - this could be where it is not proportionate to continue the investigation due to the amount of evidence available against the minor nature of the alleged crime. This could be down to the cost of submitting forensic evidence or hours required to view CCTV

The closing report should end with the most relevant Home Office Outcome Code.

What the Met has done...

- A 124H Hate Crime Risk Assessment has been introduced to:
 - Identify the individual needs of each victim and support they may require
 - Identifying any community tensions
 - Improve standards of hate crime investigations
 - Ensure every victim and witness is offered a referral to a support organisation
- Introduced Hate Crime Outcome & Performance Officers, Faith Engagement Officers and LGBT+ Community Liaison Officers on each Basic Command Unit to provide oversight of hate crime investigations at a local level and ensure a consistent approach across the Met
- Building better relations with communities across London by holding community forums with them on a regular basis in order to identify and overcome barriers to reporting hate crime
- The Hate Crime Lead Responsible Officer holds regular meetings with each Basic Command Unit and holds them to account for their performance around hate crime reporting and investigations



Ongoing aims and objectives

- Continue to identify and overcome barriers to reporting
- Improve hate crime investigations
- Continue with community engagements to identify vulnerable people / groups and any tensions
- Ensuring every victim and witness is offered a referral to a support organisation
- Work on increasing positive outcomes from reports made to police
- Promote 'good news' stories in the press by using local authority, the police and partner social media platforms



Key opportunities and partnership working

- Working with partners is essential to increasing public confidence in the Met
- Every victim of a hate crime or non-crime hate incident is offered a referral to The Community Alliance to Combat Hate - CATCH, a group of charity organisations working to end hate crime and give specialist advice and support to victims
- Third Party Reporting is key to providing victims alternative referral pathways, including online or via local community organisations
- The Met works closely with the National Hate Crime Hub and True Vision to identify ongoing community issues and potential critical issues
- Promoting 'good news' stories in the media by using police, local authority and partner organisations social media platforms

Further information...

Hate Crime Authorised Professional Practice (APP)

<http://mpsweb.intranet.mps/policing/publicprotection/hate-crime/>

124H Hate Crime Risk Assessment Template

<http://mpsweb.intranet.mps/directory/applications/h/124h-hate-crime-risk-assessment-template/>

Full details of the new Code of Practice for the Recording of Non-Crime Hate Incidents can be found via:

<https://www.gov.uk/government/publications/non-crime-hate-incidents-code-of-practice>

Handouts provided to learners.



[Home](#) > [Crime, justice and law](#) > [Hate crime, England and Wales, 2021 to 2022](#)

[Home Office](#)

Official Statistics

Hate crime, England and Wales, 2021 to 2022

Published 6 October 2022

Applies to England and Wales

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This publication is available at <https://www.gov.uk/government/statistics/hate-crime-england-and-wales-2021-to-2022/hate-crime-england-and-wales-2021-to-2022>

Frequency of release: Annual

Forthcoming release: [Home Office statistics release calendar \(https://www.gov.uk/search/research-and-statistics?content_store_document_type=upcoming_statistics&organisations%5B%5D=home-office&order=release-date-oldest\)](https://www.gov.uk/search/research-and-statistics?content_store_document_type=upcoming_statistics&organisations%5B%5D=home-office&order=release-date-oldest)

Home Office responsible statistician: John Flatley

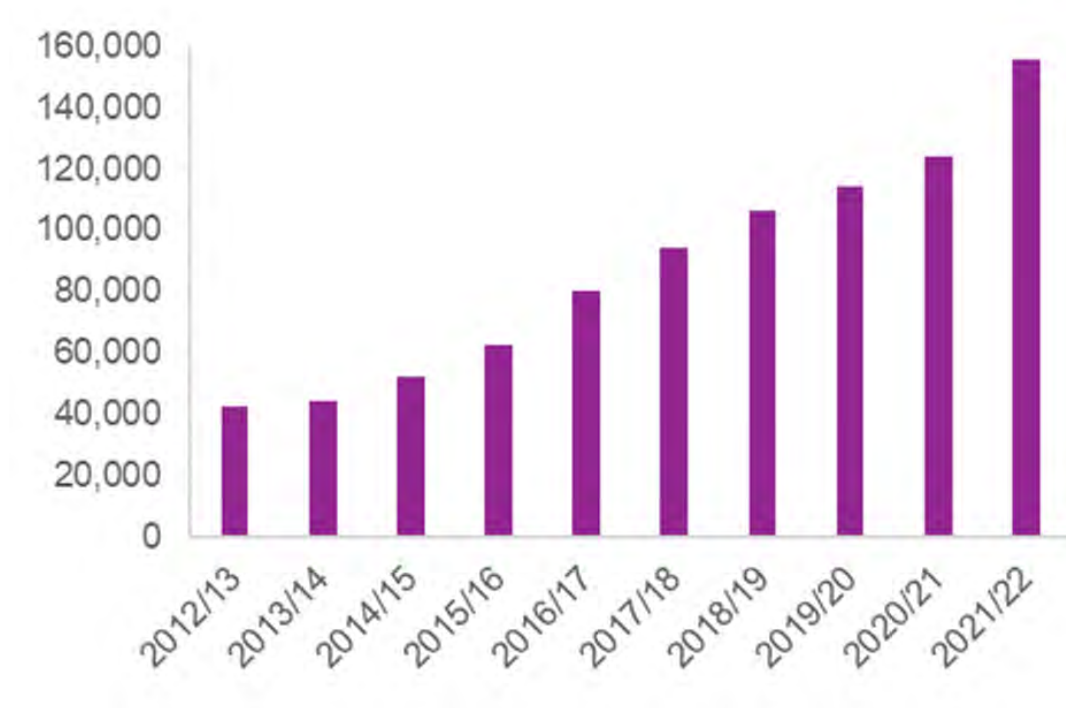
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Public enquires: crimeandpolicestats@homeoffice.gov.uk

This release contains statistics about hate crime offences recorded by the police in England and Wales.

Key results

- in year ending March 2022, there were 155,841 hate crimes recorded by the police in England and Wales, a 26 per cent increase compared with the previous year
- this was the biggest percentage increase in hate crimes since year ending March 2017, when there was a 29 per cent rise



- due to significant improvements in police recorded crime made in recent years, it is uncertain to what degree the increase in police recorded hate crime is a genuine rise, or due to continued recording improvements and more victims having the confidence to report these crimes to the police
- as in previous years, the majority of hate crimes were racially motivated, accounting for over two-thirds of such offences (70%; 109,843 offences); these types of hate crime increased by 19 per cent between year ending March 2021 and year ending March 2022

1. Introduction

1.1 Overview

This statistical bulletin provides information on the number of hate crimes recorded by the police in England and Wales in year ending March 2022.

Police forces have made significant improvements in how they record crime since 2014. They have also improved their identification of what constitutes a hate crime. Because of these changes, police recorded crime figures do not currently provide reliable trends in hate crime. The figures do, however, provide a good measure of the hate crime-related demand on the police. For more information, see [Section 3: Police recorded hate crime data sources and quality](#).

1.2 Hate crimes recorded by the police

Hate crime is defined as ‘any criminal offence which is perceived, by the victim or any other person, to be motivated by hostility or prejudice towards someone based on a personal

characteristic.’ This common definition was agreed in 2007 by the police, Crown Prosecution Service, Prison Service (now the National Offender Management Service) and other agencies that make up the criminal justice system. There are five centrally monitored strands of hate crime:

- race or ethnicity
- religion or beliefs
- sexual orientation
- disability, and
- transgender identity

In the process of recording a crime, the police can flag an offence as being motivated by one or more of these five monitored strands [\[footnote 1\]](#) (for example, an offence can be motivated by hostility towards the victim’s race and religion). For more information, see [Section 4 - Hate Crime data sources and quality](#). Hate crime figures in this bulletin are therefore dependent on a flag being correctly applied to an offence that is identified as a hate crime.

The College of Policing (CoP) published updated guidance on how the police should respond to hate crime in October 2020. The [Authorised Professional Practice guidance on hate crime](https://www.app.college.police.uk/app-content/major-investigation-and-public-protection/hate-crime/) (<https://www.app.college.police.uk/app-content/major-investigation-and-public-protection/hate-crime/>) includes information on what can be covered by hate crime. The guidance states:

A hate crime is any criminal offence which is perceived by the victim or any other person to be motivated by a hostility or prejudice based on:

- a person’s race or perceived race, or any racial group or ethnic background including countries within the UK and Gypsy and Traveller groups; this includes asylum seekers and migrants
- a person’s religion or perceived religion, or any religious group including those who have no faith
- a person’s sexual orientation or perceived sexual orientation, or any person’s sexual orientation
- a person’s disability or perceived disability, or any disability including physical disability, learning disability and mental health or developmental disorders

- a person who is transgender or perceived to be transgender, including people who are transsexual, transgender, cross dressers and those who hold a Gender Recognition Certificate under the Gender Recognition Act 2004

The inclusion of migrants within the first category listed above means that offences with a xenophobic element (such as graffiti targeting certain nationalities) can be recorded as race hate crimes by the police.

An offence may also be motivated by hatred towards a characteristic (strand) that is not currently centrally monitored and therefore does not form part of the data collection presented in this statistical bulletin (age or gender for example).

Hate crimes are taken to mean any crime where the perpetrator's hostility or prejudice against an identifiable group of people is a factor in determining who is victimised. While a crime may be recorded as a 'hate crime', it may only be prosecuted as such if evidence of hostility is submitted as part of the case file.

Terrorist offences may or may not be considered a hate crime depending on the circumstances. A terrorist attack may be targeted against general British or Western values rather than one of the five specific strands. Attacks of this nature are therefore not covered by this statistical bulletin, although they will clearly be motivated by hate. However, other terrorist attacks are motivated by a hatred towards one of the centrally monitored hate crime strands covered by this statistical bulletin. For example, the Finsbury Park Mosque attack in June 2017 has been classified as a hate crime because the victims were thought to be targeted because of their religious affiliation.

The Law Commission published recommendations in December 2021 to reform hate crime laws to remove the disparity in the way hate crime laws treat each protected characteristic – race, religion, sexual orientation, disability and transgender identity. These recommendations by the Law Commission may lead to future changes in the future coverage of the monitored strands. The report can be found

here: [Hate crime laws: Final report - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/hate-crime-laws-final-report)
(<https://www.gov.uk/government/publications/hate-crime-laws-final-report>)

1.3 Hate crimes and racially or religiously aggravated offences

There are some offences in the main police recorded crime collection which have specific racially or religiously motivated elements defined by statute. These constitute a set of offences which are distinct from their non-racially or religiously aggravated equivalents (the full list of these is shown in Table 1.1). These racially or religiously aggravated offences are, by definition, hate crimes. Half (49%) of hate crime offences were recorded as one of these racially or religiously aggravated offences.

Table 1.1 The five racially or religiously aggravated offences and their non-aggravated equivalents

Racially or religiously aggravated offences		Non-aggravated equivalent offences	
Offence code	Offence description	Offence code	Offence description
8P	Racially or religiously aggravated assault with injury	8N	Assault with injury
105B	Racially or religiously aggravated assault without injury	105A	Assault without injury
8M	Racially or religiously aggravated harassment	8L	Harassment

9B	Racially or religiously aggravated public fear, alarm or distress	9A	Public fear, alarm or distress
58J	Racially or religiously aggravated criminal damage	58A	Criminal damage to a dwelling
		58B	Criminal damage to a building other than a dwelling
		58C	Criminal damage to a vehicle
		58D	Other criminal damage

Source: Police recorded crime, Home Office

1.4 Crime survey for England and Wales (CSEW)

The CSEW is a face-to-face victimisation survey and also provides information on hate crimes experienced by people resident in England and Wales. However, the size of the CSEW sample means the number of hate crime incidents and victims estimated in a single survey year is too unreliable to report on. Therefore, three annual datasets are combined to provide a larger sample which can be used to produce robust estimates for hate crime. Estimates from the survey were last published in '[Hate Crime, England and Wales, 2019 to 2020](https://www.gov.uk/government/statistics/hate-crime-england-and-wales-2019-to-2020)' (<https://www.gov.uk/government/statistics/hate-crime-england-and-wales-2019-to-2020>). The next publication of figures from the CSEW would have been due in 2023, but this will be delayed because the face-to-face survey was suspended due to public health restrictions during the COVID-19 pandemic.

2. Police recorded hate crime

Key results

- in year ending March 2022, there were 155,841 hate crimes recorded by the police in England and Wales, an increase of 26% from year ending March 2021 (124,104 offences)
- there were 109,843 race hate crimes, 8,730 religious hate crimes, 26,152 sexual orientation hate crimes, 14,242 disability hate crimes and 4,355 transgender hate crimes in year ending March 2022
- there were annual increases in all five strands of hate crime, ranging from 19% for race hate crimes to 56% for transgender hate crimes
- the upward trend in hate crime seen in recent years is likely to have been mainly driven by improvements in crime recording by the police; there have been spikes in hate crime following certain events such as the EU Referendum and the terrorist attacks in 2017
- it is uncertain the extent to which the increases seen this year continue the pattern of improvements in police recording or represent a real increase in hate crime; the rise seen in the latest year may also have been affected by the lower levels of crime recorded in year ending March 2021 due to the COVID-19 pandemic restrictions; trends may also differ by strand as some crime types have been more affected by improvements in recording practices than others
- as in previous years, the majority of hate crimes were racially motivated, accounting for over two-thirds of all such offences (70%; 109,843 offences); racially motivated hate crimes increased by 19 per cent between year ending March 2021 and year ending March 2022
- religious hate crimes increased by 37 per cent (to 8,730 offences), up from 6,383 in the previous year; this was the highest number of religious hate crimes recorded since the time series began in year ending March 2012
- sexual orientation hate crimes increased by 41% (to 26,152), disability hate crimes by 43% (to 14,242) and transgender identity hate crimes by 56% (to 4,355); these percentage increases were much higher than seen in recent years

- over half (51%) of the hate crimes recorded by the police were for public order offences and a 41% were for violence against the person offences; five per cent were recorded as criminal damage and arson offences

2.1 Prevalence and trends

Hate crimes are a subset of notifiable offences recorded by the police. In year ending March 2022, three per cent of such offences recorded by the police were identified as being hate crimes. This proportion has gradually increased from one per cent in year ending March 2013, as the police have improved their identification of what constitutes a hate crime, especially across public order and violence against the person offences which account for 92 per cent of hate crime offences collectively.

There were 155,841 hate crimes recorded by the police in England and Wales in year ending March 2022, an increase of 26 per cent compared with year ending March 2021 (124,104 offences; see Table 2.1). All five strands were standing at their highest annual totals since the data were first collected by the Home Office in year ending March 2012.

Table 2.1: Hate crimes recorded by the police by monitored strand, year ending March 2018 to year ending March 2022 [\[footnote 2\]](#)

Numbers and percentages

Hate crime strand	2017/18	2018/19	2019/20	2020/21	2021
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Race	71,264	78,906	[x]	92,063	109,841
Religion	8,339	8,559	[x]	6,383	8,559
Sexual orientation	11,592	14,472	[x]	18,596	26,464
Disability	7,221	8,250	[x]	9,945	14,472
Transgender	1,703	2,329	[x]	2,799	4,658
Total number of motivating factors	100,119	112,516	[x]	129,786	163,990
Total number of offences	94,115	106,458	114,421	124,104	155,841

Source: Police recorded crime, Home Office.

Notes:

1. Total number of offences in year ending March 2020 includes estimated figures for GMP as they were unable to supply data for year ending March 2020 following the implementation of a new IT system in July 2019.
2. See [Bulletin Table 2](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1109293/hate-crime-england-and-wales-2021-to-2022-data-tables.ods) (https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1109293/hate-crime-england-and-wales-2021-to-2022-data-tables.ods) for detailed footnotes.

It is possible for a crime to have more than one motivating factor (for example an offence may be motivated by hostility towards both the victim's race and religion). Thus, as well as recording the overall number of hate crimes, the police also collect data on the number of motivating factors by strand as shown in Table 2.1. For this reason, the sum of the five motivating factors in the above exceeds the 155,841 overall

hate crime offences recorded by the police. Five per cent of hate crime offences in year ending March 2022 were estimated to have involved more than one motivating factor^[footnote 3].

As in previous years, race hate crimes accounted for a majority of police recorded hate crimes (70%; 109,843 offences). These offences increased by 19% compared with the previous year (92,063).

Religious hate crimes increased by 37 per cent between year ending March 2021 and year ending March 2022 (from 6,383 to 8,730). This increase follows two years where the number of these offences had fallen.

Sexual orientation hate crimes rose by 41 per cent (from 18,596 to 26,152 offences). This was the largest percentage annual increase in these offences since the time series began in year ending March 2012.

Disability hate crimes increased by 43 per cent (from 9,945 to 14,242) over the last year, the largest percentage annual increase seen since year ending March 2017 (53%).

Transgender identity hate crimes rose by 56 per cent (from 2,799 to 4,355) over the same period, the largest percentage annual increase in these offences since the series began. Transgender issues have been heavily discussed on social media over the last year, which may have led to an increase in related hate crimes.

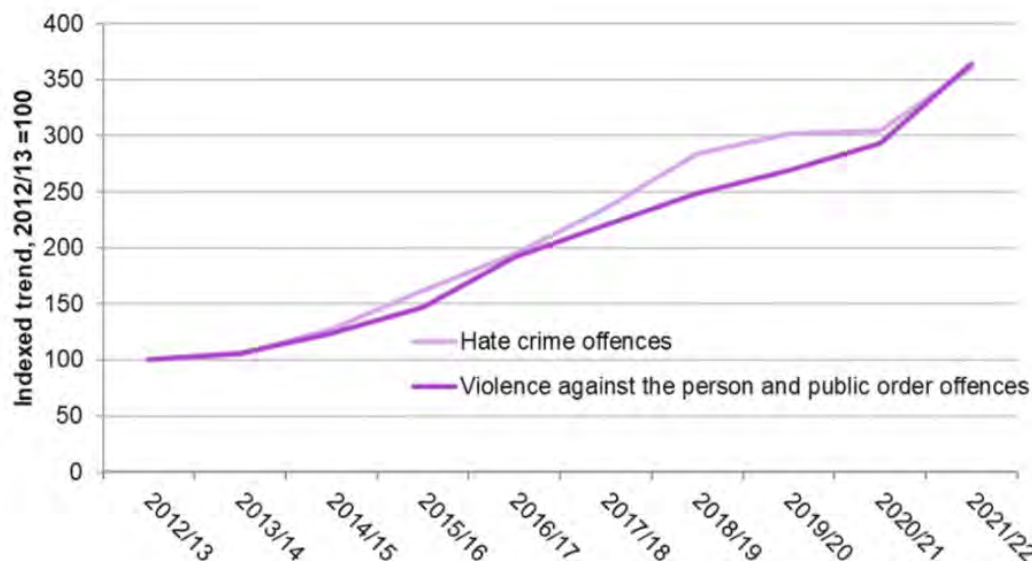
The recent annual increases seen in hate crime in recent years were thought to have been driven by improvements in crime recording by the police following a review by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS)^[footnote 4] in 2014 and the removal of the designation of police recorded crime as National Statistics^[footnote 5]. It is also thought that growing awareness of hate crime is likely to have led to improved identification of such offences. It is difficult to assess whether the increase in the last year is a continuation of this trend, or whether the rise in hate crime is, in at least part, genuine.

The annual percentage changes seen over the last year

across the five strands were partly due to the lower levels of crime recorded by the police in the year ending March 2021 comparison year due to the suppressant effect of the public health restrictions in place during the COVID 19 pandemic, as highlighted in the [Crime in England and Wales Statistical bulletins](https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/previousReleases) (<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/previousReleases>) published by the Office for National Statistics.

[Section 2.2](#) shows that 92 per cent of hate crimes in year ending March 2022 were for either public order or violence against the person offences, continuing the pattern seen in previous years. These are two offence groups thought to have been previously subject to relatively high levels of under-recording and thus improvements in crime recording are likely to have had a larger impact on these groups than other offences. Figure 2.1 shows the indexed trend in overall violent and public order offences since year ending 2013 compared with all hate crime offences over the same period. As can be seen, there is a strong correlation between the increase in overall public order and violence against the person offences and hate crime. This trend has continued in year ending March 2022, suggesting that overall hate crime has increased broadly in-line with non-hate crime offences.

Figure 2.1: Indexed trends in the number of police recorded violence against the person and public order and hate crime offences, year ending March 2013 to year ending March 2022 (year ending March 2013 = 100)



Source: Police recorded crime, Home Office.

Notes:

1. Figures exclude GMP.

There have also been short-term genuine rises in hate crime following certain trigger events in recent years. Increases in hate crime were seen around the EU Referendum in June 2016 and the terrorist attacks in 2017. There was also an increase in public order hate crimes during the summer of 2020 following the widespread Black Lives Matter protests and far-right counter-protests.

Hate crime data by Police Force Area from year ending March 2012 to year ending March 2022 can be found in the [Home Office Open Data tables](https://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables) (<https://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables>).

Religious hate crimes

In April 2016, the Home Office began collecting information from the police on the perceived religion of victims of religious hate crime. By perceived, we mean the religion targeted by the offender. While in the majority of offences the perceived and

actual religion of the victim will be the same, in some cases they will differ. For example, if anti-Muslim graffiti is sprayed on a religious temple of another faith, this would still be recorded as an offence of racially or religiously aggravated criminal damage and identified by the respective police force as a religious hate crime against Muslims.

There are nine different perceived religion flags in this collection, which match those reported upon in the 2021 Census:

- Buddhist
- Christian
- Hindu
- Jewish
- Muslim
- Sikh
- other
- no religion
- unknown

Of the 8,730 religious hate crimes recorded by the police in year ending March 2022, information on the targeted religion was provided in 8,307 of the offences (95%) [\[footnote 6\]](#).

In some cases, more than one perceived religion had been tagged on one offence (for example, a piece of graffiti may have targeted more than one religion). All police forces sent data on the perceived religion of the victims of religious hate crimes. Across all forces, in 17% of offences, the targeted religion was not known but for some forces the number of offences recorded with 'unknown religion' was relatively high.

In year ending March 2022, where the perceived religion of the victim was recorded, two in five (42%) of religious hate crime offences were targeted against Muslims (3,459 offences). The next most commonly targeted group were Jewish people, who were targeted in just under one in four (23%) of religious hate crimes (1,919 offences). Information on the other targeted religions for year ending March 2022 can be found in Table 2.2.

Table 2.2: Number and proportion of religious hate crimes recorded by the police¹, by the perceived targeted religion, year ending March 2022

Numbers and percentages		England and Wales
Perceived religion of the victim	Number of offences 2021/22	% 2021/22
Buddhist	36	0
Christian	701	8
Hindu	161	2
Jewish	1,919	23
Muslim	3,459	42
Sikh	301	4
Other	403	5
No religion	209	3
Unknown	1,426	17
Total number of targeted religions	8,615	
Total number of offences	8,307	

Source: Police recorded crime, Home Office.

Notes:

1. In some offences more than one religion has been recorded as being targeted, therefore the sum of the proportions do

not add to 100%.

2. See [Bulletin Table 3](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1109293/hate-crime-england-and-wales-2021-to-2022-data-tables.ods) (https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1109293/hate-crime-england-and-wales-2021-to-2022-data-tables.ods) for detailed footnotes.

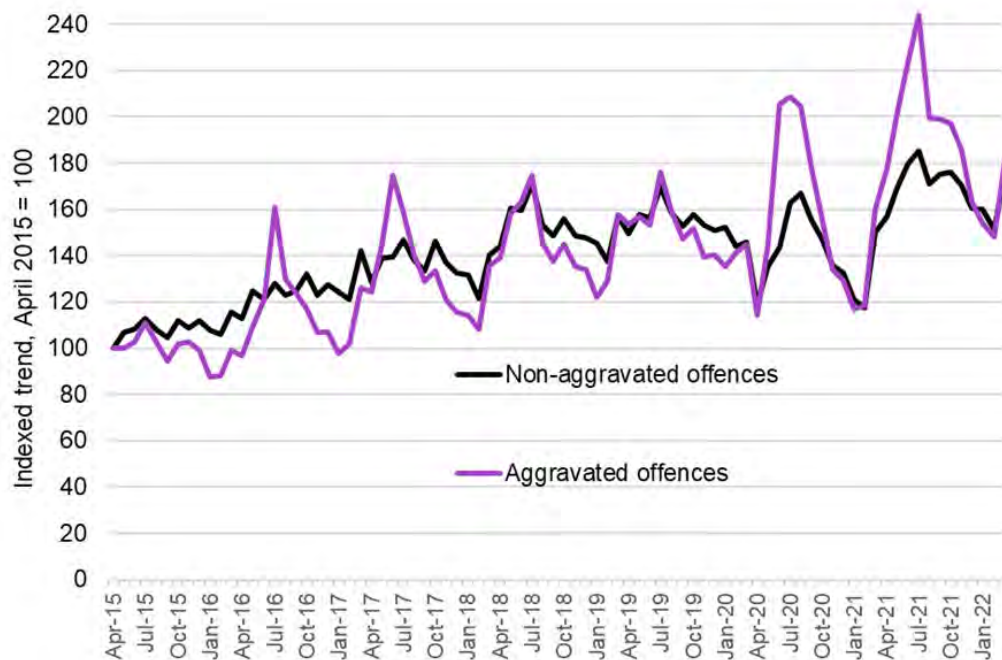
Racial or religiously aggravated offences

The data the Home Office receives in the main police recorded crime return for racially or religiously aggravated offences are available on a monthly basis^[footnote 7]. This allows analysis of in-year trends in these offences. An indexed chart of these offences and their non-aggravated equivalent offence are shown in (Figure 2.2).

There are four clear spikes in these aggravated offences which were not seen in the non-aggravated offences: July 2016, following the EU Referendum; July 2017, following the terrorist attacks seen in this year; and in Summer 2020, following the Black Lives Matter protests and far-right counter-protests following the death of George Floyd on 25th May in the United States of America. The fourth spike in the summer of 2021 was largely due to an increase of racially or religiously aggravated public fear, alarm or distress offences.

There were also spikes in July 2018 and 2019, but these follow the same trend as for the non-aggravated offences.

Figure 2.2: Indexed number of racially or religiously aggravated offences recorded by the police by month, April 2015 to March 2022

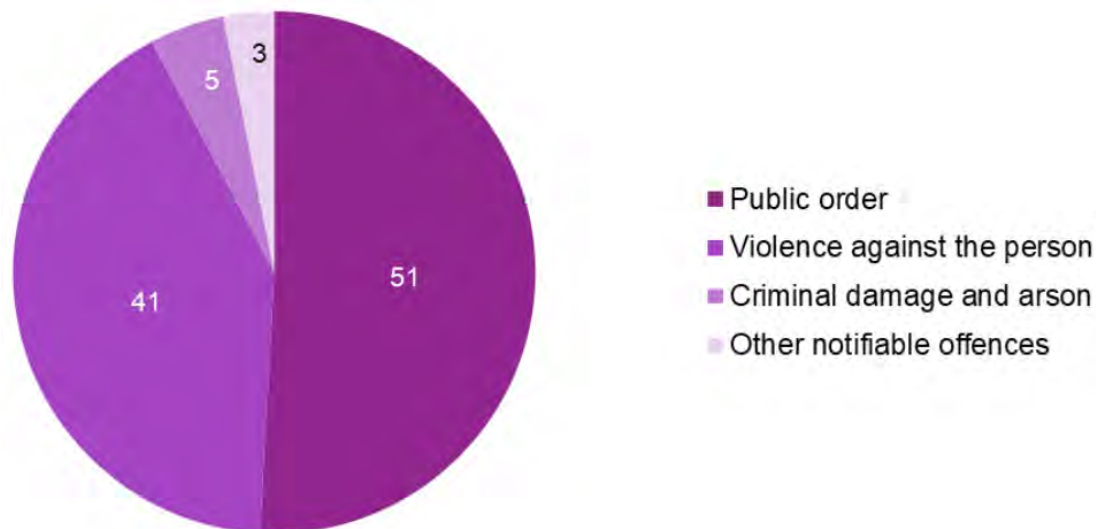


Source: Police recorded crime, Home Office.

2.2 Hate crimes by type of offence

Just over half (51%) of the hate crimes recorded by the police in year ending March 2022 were for public order offences and over a third (41%) were for violence against the person offences (Figure 2.3; [Appendix Table 6 \(https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1109294/hate-crime-england-and-wales-2021-to-2022-appendix-tables.ods\)](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1109294/hate-crime-england-and-wales-2021-to-2022-appendix-tables.ods)). Together, these offence categories accounted for just over nine in ten (92%) of all hate crimes recorded by the police in England and Wales.

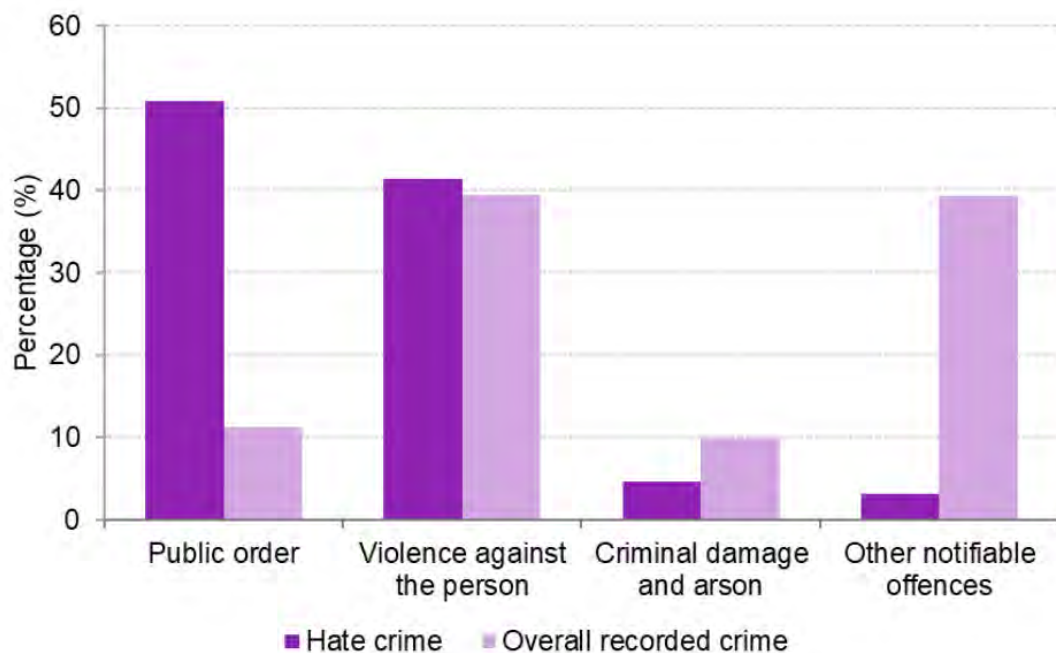
Figure 2.3: Distribution of offences flagged as hate crimes, year ending March 2022



Source: Police recorded crime, Home Office.

The distribution of hate crime offences differs markedly from overall police recorded crime. Theft offences accounted for just under a third (28%) of all recorded crime in year ending March 2022 (data not shown); these offences are unlikely to involve a motivating factor against a monitored strand. In contrast, public order offences accounted for just eleven per cent of all notifiable offences compared with 51 per cent of hate crime offences (Figure 2.4).

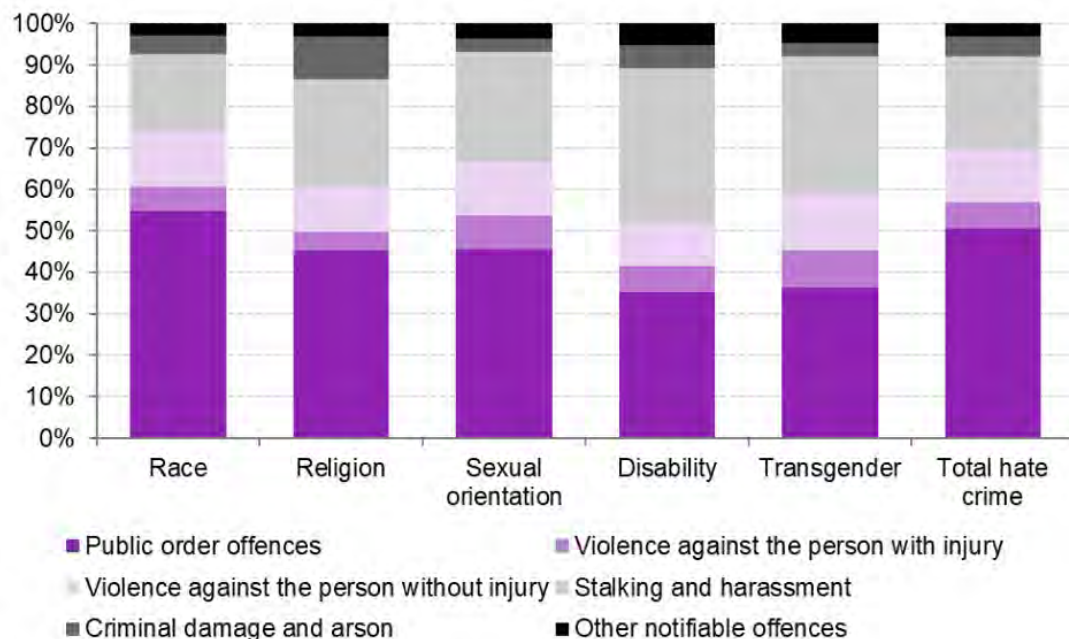
Figure 2.4: Breakdown of hate crimes and overall recorded crime by selected offence types, year ending March 2022



Source: Police recorded crime, Home Office.

Figure 2.5 shows what type of offences were recorded for each monitored strand. As in previous years, public order offences were the most common offence to be recorded for all strands except for disability-targeted hate crime. Stalking and harassment offences were the most commonly recorded for disability-targeted hate crime offences.

Figure 2.5: Breakdown of hate crime by selected offence types and monitored strand, year ending March 2022



Source: Police recorded crime, Home Office.

2.3 Hate crime outcomes

The Home Office collects information on the investigative outcomes of police recorded offences, including those that are identified as hate crimes. For further information on outcomes see [Crime Outcomes in England and Wales: Year ending March 2022](https://www.gov.uk/government/statistics/crime-outcomes-in-england-and-wales-2021-to-2022) (<https://www.gov.uk/government/statistics/crime-outcomes-in-england-and-wales-2021-to-2022>).

This section covers how the police have dealt with hate crimes recorded in the year ending March 2022. This analysis is based on the outcomes assigned to crimes recorded in year ending March 2022 at the time the data were extracted (June 2022) for analysis. Some offences will not have been assigned an outcome at this time and therefore these figures are subject to change.

Racially or religiously aggravated offence outcomes

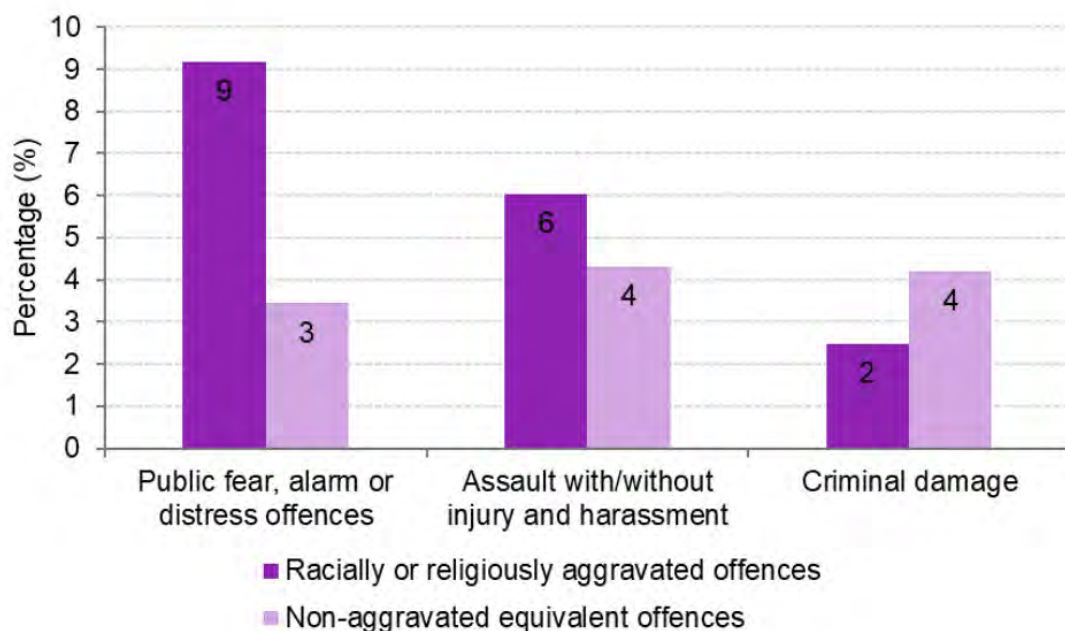
Data presented in this section are for racially or religiously aggravated offences. These data were available for all police

forces. Data on outcomes for all hate crime offences, which were available for 26 of the 44 police forces [\[footnote 8\]](#), are presented in the next section.

At the time these data were extracted, 82 per cent of racially or religiously aggravated offences had been assigned an outcome compared with 90 per cent of their non-aggravated counterparts (data not shown).

Figure 2.6 shows that racially or religiously aggravated public order and assault offences were more likely to be dealt with by a charge/summons than their non-aggravated counterparts, reflecting the more serious nature of racially or religiously aggravated offences. For example, three times the proportion of racially or religiously aggravated public fear, alarm and distress offences had been dealt with by charge/summons than the non-aggravated equivalent offences (9% and 3% respectively). In contrast, this trend was reversed for criminal damage, where non-aggravated offences were more likely to result in a charge or summons than aggravated offences (4% and 2% respectively). However, this picture may change when all investigations are complete as around fifteen per cent of criminal damage cases remained open when the analysis presented here was undertaken (data not shown).

Figure 2.6: Percentage of racially or religiously aggravated offences and their non-aggravated equivalents recorded in year ending March 2022 resulting in charge/summons, by offence type



Source: Police recorded crime, Home Office.

The overall proportion of racially or religiously aggravated offences resulting in a charge and or summons was, at 8%, lower than the figure for year ending March 2021 at the time of publication last year (12%). This was driven by a 3.4 percentage point decrease in the proportion of racially or religiously aggravated public fear, alarm or distress offences being assigned a charge / summons outcome, down from 12.6% to 9.2%. This decrease has continued a previous downward trend seen since the introduction of the Outcomes Framework in year ending March 2015, when, for example, 30% of racially or religiously aggravated public fear, alarm or distress offences were resolved by a charge and or summons, in line with non-aggravated offences. As explained in the [‘Crime outcomes, England and Wales, 2021 to 2022’](https://www.gov.uk/government/statistics/crime-outcomes-in-england-and-wales-2021-to-2022) (<https://www.gov.uk/government/statistics/crime-outcomes-in-england-and-wales-2021-to-2022>) statistical bulletin, the volumes of charges had been falling in recent years at the same time as volume of crimes recorded by the police has risen (with the exception of the year affected by the COVID-19 pandemic restrictions). This pattern was also observed in racially or religiously aggravated offences. There is evidence to suggest that a higher proportion of recorded crimes in recent years were for offence types which can be more challenging to investigate. This means that the investigative caseload has

both grown and become more complex.

Flagged hate crime offences – Home Office Data Hub

The Home Office have implemented an improved data collection system called the Home Office Data Hub which is designed to streamline the process by which forces submit data. The Data Hub replaces the old aggregated data collection by capturing record-level crime data via direct extracts from forces' own crime recording systems. This allows the police to provide more detailed information to the Home Office enabling a greater range of analyses to be carried out.

Using the Data Hub, it is possible to see how offences flagged as being motivated by one or more of the five monitored strands have been dealt with by the police. The analyses presented are based on data from 26^[footnote 9] of the 44 police forces in England and Wales that supplied adequate data to the Data Hub; these forces data accounted for over half (54%) of all police recorded hate crime in year ending March 2022.

In total, 84 per cent of hate crime flagged offences recorded in year ending March 2022 had been assigned an outcome at the time the data were extracted from the Data Hub^[footnote 10]. The remaining sixteen per cent were still under investigation. In comparison, 86 per cent of non-hate crime offences had been assigned an outcome at the time of data extraction (data not shown).

[Appendix Table 4](#)

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1109294/hate-crime-england-and-wales-2021-to-2022-appendix-tables.ods shows that nine per cent of all hate crime flagged offences had been dealt with by a charge or summons, slightly below the published figure of ten per cent in year ending 2021. As with racially or religiously aggravated offences, the proportion of offences dealt with by charge or summons had been falling since the introduction of the Outcomes Framework.

The distribution of offences recorded by the police that constituted hate crimes were very different to overall crime. Therefore, to provide more meaningful comparisons charge/summons rates are shown below for certain offence

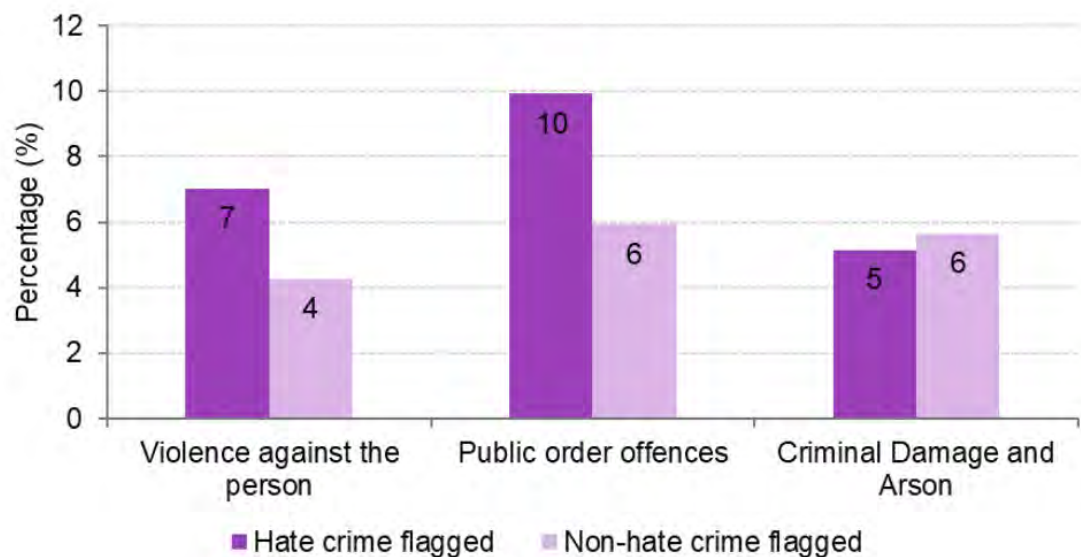
groups.

[Figure 2.4](#) shows that violence against the person, public order offences and criminal damage and arson offences comprised 97 per cent of hate crime flagged offences. This proportion was the same for the 26 forces included in this analysis, suggesting that these forces may be broadly representative of all.

The proportions of outcomes assigned varied by offence type ([Appendix Table 5](#) (https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1109294/hate-crime-england-and-wales-2021-to-2022-appendix-tables.ods); [Figure 2.7](#)):

- seven per cent of violence against the person hate crime flagged offences, and five per cent of criminal damage and arson hate crime flagged offences, were dealt with by a charge or summons, similar proportions to non-flagged offences (6% and 4% respectively)
- a greater proportion (10%) of hate crime flagged public order offences had been dealt with by a charge or summons compared with non-hate crime flagged public order offences (6%)

Figure 2.7: Percentage of selected offences dealt with by a charge/summons, offences recorded in year ending March 2022, 26 forces

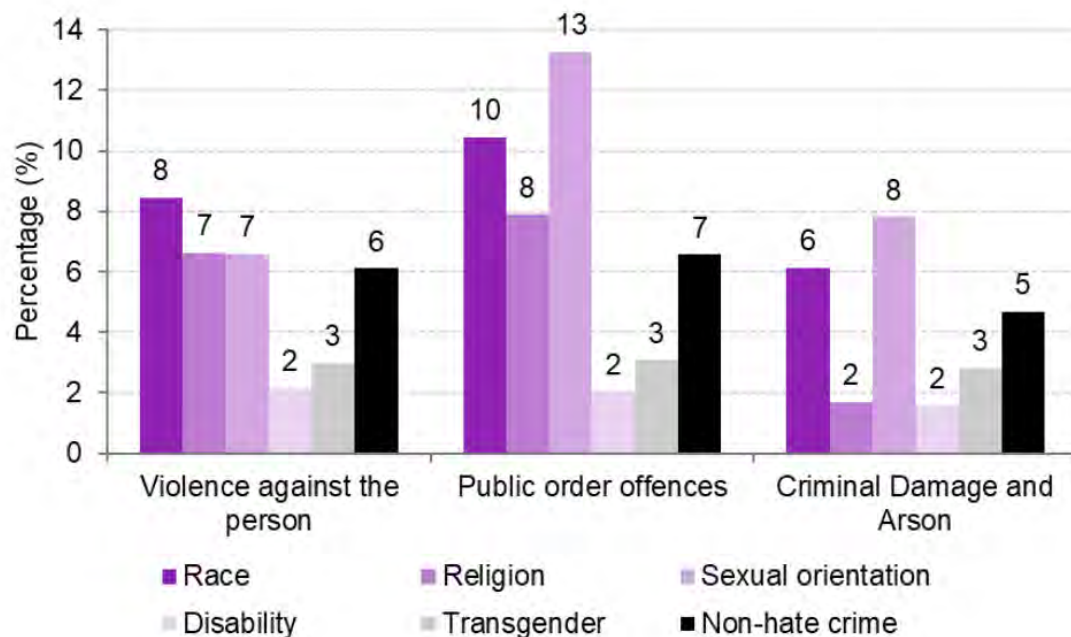


Source: Police recorded crime, Home Office Data Hub.

The most frequent outcome recorded for violent offences was “evidential difficulties as the victim does not support action”; this was the outcome for 30 per cent of hate crime flagged violence against the person offences compared with 41 per cent of non-hate crime flagged offences ([Appendix Table 5 \(https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1109294/hate-crime-england-and-wales-2021-to-2022-appendix-tables.ods\)](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1109294/hate-crime-england-and-wales-2021-to-2022-appendix-tables.ods)).

Figure 2.8 shows the proportion of hate crimes that were dealt with by charge or summons for each of the five hate crime strands for three offence groups. While the proportions for race, religious and sexual orientation hate crimes tended to be higher than for non-hate crimes, the figures for disability and transgender hate crime were lower.

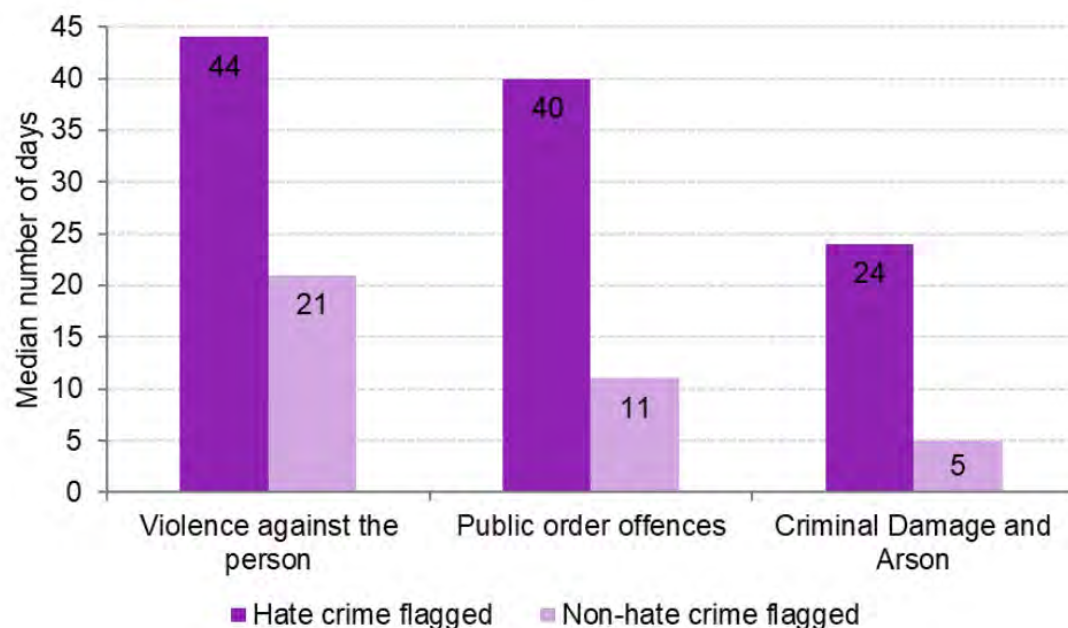
Figure 2.8: Percentage of selected offences resulting in charge/summons, by hate crime strand, offences recorded in year ending March 2022, 26 forces



Source: Police recorded crime, Home Office Data Hub.

Figure 2.9 shows the median number of days taken to assign an outcome, from the date the crime was recorded, for selected hate crime and non-hate crime offences. Hate crime offences, on average, took longer to be assigned a final outcome than non-hate crime offences. For example, the median number of days taken to assign an outcome to criminal damage and arson hate crime offences was 24 days, compared with five days for non-hate crime offences. Similarly, it took longer to assign an outcome to violence against the person hate crime offences (median=44 days) than to non-hate crime flagged violent offences (median=21 days). This suggests more investigative effort being devoted to hate crime offences which reflects the more serious nature of these crimes.

Figure 2.9: Median number of days taken to assign an outcome, hate crime flagged and non-hate crime flagged offences, outcomes recorded in year ending March 2022, 26 forces



Source: Police recorded crime, Home Office Data Hub.

Experimental Statistics: Ethnicity of victims in racially or religiously aggravated crimes – Home Office Data Hub

From April 2021, it became a requirement for forces to provide the Home Office with the ethnicity of victims of racially or religiously aggravated offences. As this is the first year that the collection has been mandatory, these data are published as experimental Statistics. Experimental statistics are official statistics that are in the testing phase and not yet fully developed. Users should be aware that experimental statistics will potentially have a wider degree of uncertainty. Home Office Statisticians will continue to monitor the quality of these data in the future and will work with police forces to improve data quality. Data for 38 of the 44 police forces^[footnote 11], are presented in the next section. These 38 forces represented 94 per cent of racially or religiously aggravated crimes in year ending March 2022.

Of the 71,602 racially or religiously aggravated crimes recorded by the police in year ending March 2022, information on the victim ethnicity was provided in 41,441 of the offences (58%).

In year ending March 2022, where the ethnicity of the victim

was known, the victim was identified by the police as being White in around a third of offences (33%). Just under a third of victims were identified as Black (30%) or Asian (also 30%; Table 2.3). Accounting for different population sizes shows that Black and Asian people had higher rates of victimisation. In year ending March 2022, based on the published population figures by ethnicity from 2011^[footnote 12], Black victims had a rate of 33.8 aggravated offences per million population, compared with 16.8 per million population for Asian victims and 1.5 per million population for White victims (data not shown).

These population data by ethnicity are now several years out of date. These figures will be updated when figures from the 2021 Census are published later this year.

Data should be treated with caution due to the relatively high proportion of offences where the ethnicity of the victim has not been identified by forces. Lastly, among the White victims may be people not born in the UK who have suffered xenophobic abuse.

Table 2.3: Proportion of racially or religiously aggravated offences recorded by the police, by victim ethnicity (where known), year ending March 2022

Percentages

Offence Code	Description	Ethnicity			
		White	Black	Asian	Middle East
105B	Racially or religiously aggravated assault without injury	28	34	30	

58J	Racially or religiously aggravated criminal damage	38	24	31
8M	Racially or religiously aggravated harassment	38	27	28
8P	Racially or religiously aggravated assault with injury	31	29	31
9B	Racially or religiously aggravated public fear, alarm or distress	34	30	30
Total		33	30	30

3. Police recorded hate crime data sources and quality

3.1 Introduction

In January 2014, the UK Statistics Authority published its assessment of ONS crime statistics. It found that statistics based on police recorded crime data, having been assessed against the Code of Practice for Official Statistics (now the Code of Practice for Statistics), did not meet the required

standard for designation as National Statistics.

Police forces have made significant improvements in how they record crime since 2014. They have also improved their identification of what constitutes a hate crime over this time period. Because of these changes, police recorded crime figures do not currently provide reliable trends in hate crime. The figures do, however, provide a good measure of the hate crime-related demand on the police.

The UK Statistics Authority published a list of requirements for these statistics to regain the National Statistics accreditation. Some of the requirements of this assessment were to provide more detail on how data sources were used to produce these statistics, along with more information on the quality of the statistics. Additionally, there was a requirement to provide information on the process used by police forces to submit and revise data, and the validation processes used by the Home Office. To ensure that this publication meets the high standards required by the UK Statistics Authority, details are provided below.

In May 2022, the Office for Statistics Regulation (OSR) wrote to the Home Office following their compliance review into published hate crime statistics across the UK^[footnote 13]. The OSR recognised the difficulties in measuring hate crime but found a range of positive features that demonstrate the value and quality of the published statistics in their review. Additionally, they recognised the difficulty in presenting data on police recorded hate crime without the CSEW estimates to provide context to the numbers, meaning “it is difficult to determine whether police recorded hate crime is increasing”. They stated that they had heard from users of a ‘perception problem’, where “the public is likely to see police recorded crime as the main data source, despite ongoing concerns about data quality” and asked the Home Office to make clear in this publication the limitations of police recorded crime data. We have added on the uncertainty of police recorded crime trends to the bulletin in response to this recommendation.

3.2 Police recorded crime data sources and

validation process

Hate crime data are supplied to the Home Office by the 43 territorial police forces of England and Wales, plus the British Transport Police. Greater Manchester Police have not been able to supply data for year ending March 2020 following the implementation of a new IT system in July 2019.

Forces either supply the data at least monthly via the Home Office Data Hub (HODH) or on an annual basis in a manual return. For forces with data on the Data Hub, the Home Office extracts the number of offences for each force which have been flagged by forces as having been motivated by one or more of the monitored strands. Therefore, counts of hate crime via the HODH are dependent on the flag being used for each hate crime offence. It is then possible to derive the count of offences and the monitored strands covered.

In the manual return, police forces submit both the total number of hate crime offences (that is a count of the number of unique offences motivated by one or more of the five monitored strands) and the monitored strands (or motivating factors) associated with these offences. From year ending March 2016, police forces who returned data manually were required to provide an offence group breakdown for recorded hate crimes; prior to year ending March 2016 only an aggregated total of hate crimes for each of the five strands was asked for. It is possible for more than one of the monitored strands (motivating factors) to be assigned to a crime. For example, an offence could be motivated by hostility to race and religion, so would be counted under both strands but would only constitute one offence.

It is known that for some police forces, the addition of tags to crime records could be improved. For example, there may be crimes that are operationally treated as a hate crime but were not correctly identified as a hate crime on their crime recording system. In July 2018, Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) published a report on how the police deal with hate crime, including how crimes are flagged. Findings included a lack of recognition in forces about how important the flagging of hate crimes is and concerns around the lack of effective audit arrangements to check flags had been applied correctly.

The full report can be found here: [Understanding the difference: the initial police response to hate crime](https://www.justiceinspectorates.gov.uk/hmicfrs/publications/understanding-the-difference-the-initial-police-response-to-hate-crime/) (<https://www.justiceinspectorates.gov.uk/hmicfrs/publications/understanding-the-difference-the-initial-police-response-to-hate-crime/>).

In July 2021 the Government announced plans to publish an updated hate crime strategy this year. The strategy will outline plans on how the Government will work with the police and other law enforcement agencies to deliver improvements in the police response to hate crime.

Further information on how the police record hate crime can be found in the College of Policing's [Authorised Professional Practice guidance on hate crime](https://www.app.college.police.uk/app-content/major-investigation-and-public-protection/hate-crime/) (<https://www.app.college.police.uk/app-content/major-investigation-and-public-protection/hate-crime/>) publication launched in October 2020.

At the end of each financial year, the Home Office carry out a series of quality assurance checks on the hate crime data collected from the police forces (either by aggregate return or via the HODH).

These checks include:

- looking for any large or unusual changes in hate crimes from the previous year
- looking for outliers
- checking that the number of hate crimes by strand is higher than the total number of offences; where these two figures were the same, the force was asked to confirm they were recording multiple hate crime strands

Police forces are then asked to investigate these trends and either provide an explanation or resubmit figures where the reconciliation identifies data quality issues.

The data are then tabulated by monitored strand and year and sent back to forces for them to verify. At this stage, they are asked to confirm in writing that the data they submitted are correct and if they are not, then they have the opportunity to revise their figures.

From April 2016, the Home Office began collecting information

from the police on the perceived religion of victims of religious hate crimes – that the religion targeted by the offender. While in the majority of offences the perceived and actual religion of the victim will be the same, in some cases this will differ. For example, if anti-Muslim graffiti is sprayed on a religious temple of another faith, this would be recorded as an offence of racially or religiously aggravated criminal damage and flagged by the respective police force as a religious hate crime against Muslims. This collection was voluntary in year ending March 2017 and made mandatory for year ending March 2018.

From April 2021, the Home Office has begun the collecting the ethnicity of the victims of racial hate crimes recorded by the police. These were published for the first time as Experimental Statistics in this statistical bulletin.

3.3 Understanding differences between the CSEW and police recorded hate crime

Statistics on police recorded hate crime are published on an annual basis, with estimates from the CSEW published every third year. However, due to the suspension of the face-to-face CSEW due to public health restrictions during the COVID-19 pandemic, the next estimates from the CSEW will be delayed.

Trends in police recorded and CSEW hate crime have been notably different over recent years. Police recorded hate crime has risen, while the CSEW has shown a fall over the longer-term. The main reason for this difference will be due to the improvements to recording processes and practices made by the police since 2014. Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) have conducted a range of inspections related to police forces' crime and incident recording practices in recent years. In 2014, [Crime recording: making the victim count](https://www.justiceinspectorates.gov.uk/hmicfrs/publications/crime-recording-making-the-victim-count/) (<https://www.justiceinspectorates.gov.uk/hmicfrs/publications/crime-recording-making-the-victim-count/>) concluded that 33% of cases involving violence were not recorded by the police in England and Wales. Improvements made by the police were identified in their report [State of policing: 2019](https://www.justiceinspectorates.gov.uk/hmicfrs/publications/state-of-policing-2019/) ([https://www.justiceinspectorates.gov.uk/hmicfrs/publications/state-of-](https://www.justiceinspectorates.gov.uk/hmicfrs/publications/state-of-policing-2019/)

[policing-the-annual-assessment-of-policing-in-england-and-wales-2019/](#)) where a lower proportion (12%) of violent offences reported to the police went unrecorded.

These improvements have made substantial contributions to rises in recorded crime over recent years. This effect has been more pronounced for some crime types, such as violence against the person and public order offences. These offences account for 9 in 10 police recorded hate crimes, meaning police figures do not currently provide reliable trends in hate crime. The absence of CSEW estimates means it is harder to determine with increased in police recorded hate crime are genuine, or a continuation of recording improvements.

Additionally, there are a number of differences in the coverage of the CSEW and police recorded crime.

The CSEW is a victimisation survey which covers adults aged 16 and over resident in households in England and Wales. Police recorded crime figures includes crimes against people of all ages, against society (crimes where there is not a direct victim such as public order offences) as well as businesses and institutions. This is a key difference for hate crime offences as public order offences are not well covered by the CSEW, as many of these offences will not involve a specifically identifiable victim. Conversely, public order offences account for over a half of police recorded hate crime.

The sources cover different time periods. The most recently available CSEW data were for the combined three annual datasets – year ending March 2018, year ending March 2019 and year ending March 2020. Furthermore, as respondents are interviewed throughout the survey year for their experiences of crime in the year to interview, the three-year survey period actually relate to a near four-year period. This is required to produce more robust estimates on numbers of hate crimes per year from the survey. The CSEW will therefore only give a very broad estimate of the level of hate crime in England and Wales across these four years and will not provide any information on whether the level of hate crime has changed in this period.

Police recorded hate crime data are available on an annual basis. In addition, for racially or religiously aggravated

offences, data are available for all police forces in England and Wales on a monthly basis so trends in these crimes around events such as the EU Referendum and the terrorist attacks in 2017 can be examined. However, as mentioned above it is known that police recorded crime data have been heavily affected by improvements in crime recording by the police over recent years, so data from the police are limited in assessing longer-term trends in hate crime.

Other differences in coverage include:

- respondents to the CSEW might misunderstand the survey questions; when they are asked whether they think a crime was committed because of a motivating factor, they may instead be responding based upon their perceived vulnerability; this is likely to be a reason why the estimate of disability hate crime is much higher in the CSEW than the number of these offences recorded by the police
- the respondent is asked in the survey whether the hate crime incident came to the attention of the police and, not whether the police actually recorded a crime (the police may witness an incident and decide that a crime was not committed, for example)
- similarly, while a respondent might say the crime did come to the attention of the police, the survey does not ask whether the respondent told the police that they thought it was motivated by one of the five hate crime strands; it is possible that some offences estimated by the survey may have been recorded by the police as a crime, but not specifically as a hate crime
- in the recording of a crime, it might not become apparent that there was a motivating hate factor, meaning that police may not ask the direct question whether the victim thought that the crime was a hate crime

4. Further information

Accompanying tables

The data tables can be found here:

[Hate crime, England and Wales, 2021 to 2022](https://www.gov.uk/government/statistics/hate-crime-england-and-wales-2021-to-2022)

[\(<https://www.gov.uk/government/statistics/hate-crime-england-and-wales-2021-to-2022>\)](https://www.gov.uk/government/statistics/hate-crime-england-and-wales-2021-to-2022)

Other related publications

Previous hate crime statistical bulletins published by the Home Office are available here:

[Hate crime statistics](https://www.gov.uk/government/collections/hate-crime-statistics)

[\(<https://www.gov.uk/government/collections/hate-crime-statistics>\)](https://www.gov.uk/government/collections/hate-crime-statistics)

The Office for National Statistics publishes quarterly publications on crime in England and Wales:

[Crime and justice](https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice)

[\(<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice>\)](https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice)

Information on crime outcomes can be found here:

[Crime outcomes in England and Wales statistics](https://www.gov.uk/government/collections/crime-outcomes-in-england-and-wales-statistics)

[\(<https://www.gov.uk/government/collections/crime-outcomes-in-england-and-wales-statistics>\)](https://www.gov.uk/government/collections/crime-outcomes-in-england-and-wales-statistics)

[Police recorded crime and outcomes Open Data Tables](https://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables)

[\(<https://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables>\)](https://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables)

[The True Vision website contains more information about hate crime and how to report it \(<http://www.report-it.org.uk/home>\)](http://www.report-it.org.uk/home)

The Crown Prosecution Service website also carries information about hate crime, including policy and guidance and performance information, which can be found here:

[CPS hate crime \(<https://www.cps.gov.uk/hate-crime>\)](https://www.cps.gov.uk/hate-crime)

The government's plan for dealing with hate crime in England and Wales can be found here:

[Hate crime action plan 2016 to 2020](https://www.gov.uk/government/publications/hate-crime-action-plan-2016)

[\(<https://www.gov.uk/government/publications/hate-crime-action-plan-2016>\)](https://www.gov.uk/government/publications/hate-crime-action-plan-2016)

Hate crime statistics for Northern Ireland can be found here:

[Police Service of Northern Ireland: Hate crime statistics](https://www.psni.police.uk/about-us/our-publications-and-reports/official-statistics/hate-motivation-statistics)

[\(<https://www.psni.police.uk/about-us/our-publications-and-reports/official-statistics/hate-motivation-statistics>\)](https://www.psni.police.uk/about-us/our-publications-and-reports/official-statistics/hate-motivation-statistics)

Hate crime statistics for Scotland for year ending March 2022 can be found here:

[Hate Crime in Scotland 2021 to 2022](#)

(<https://www.copfs.gov.uk/media/d3jnt5t2/hate-crime-2021-22-publication-final.pdf>)

(Figures published by the Scottish Government are based on the number of offenders charged, rather than police recorded crime)

Feedback and enquiries

We welcome feedback on the annual statistics release. If you have any feedback or enquiries about this publication, please contact Crime and Policing Statistics via crimeandpolicestats@homeoffice.gov.uk.

-
1. Forces may collect wider hate crime data; these are not centrally monitored by the Home Office.
 2. Greater Manchester police figures for year ending March 2020 are based on an average of figures supplied for year ending March 2019 and year ending March 2021
 3. Estimation based upon data from 26 forces who supplied data to the Home Office Data Hub.
 4. [HM Inspectorate of Constabulary and Fire & Rescue Services report: Crime recording: making the victim count.](#) (<https://www.justiceinspectorates.gov.uk/hmicfrs/publications/crime-recording-making-the-victim-count/>)
 5. [Statistics Authority: Assessment of crime statistics.](#) (https://uksa.statisticsauthority.gov.uk/wp-content/uploads/2015/12/images-assessmentreport268statisticsoncrimeinenglandandwale_tcm97-43508-1.pdf)
 6. Includes cases where religion has been flagged as unknown.
 7. Although data from the main police recorded crime collection are sent to the Home Office broken down by month, the data are only quality assured with police forces on a quarterly basis
 8. Avon and Somerset, Bedfordshire, Cheshire, Cleveland,

Derbyshire, Devon and Cornwall, Dorset, Durham, Essex, Gloucestershire, Hampshire, Lincolnshire, Merseyside, Metropolitan Police, Norfolk, North Wales, North Yorkshire, Northumbria, South Wales, South Yorkshire, Suffolk, Surrey, Sussex, Thames Valley, West Mercia, West Yorkshire.

9. These forces were: Avon and Somerset, Bedfordshire, Cheshire, Cleveland, Derbyshire, Devon and Cornwall, Dorset, Durham, Essex, Gloucestershire, Hampshire, Lincolnshire, Merseyside, Metropolitan Police, Norfolk, North Wales, North Yorkshire, Northumbria, South Wales, South Yorkshire, Suffolk, Surrey, Sussex, Thames Valley, West Mercia, West Yorkshire.
10. Data were extracted June 2022.
11. Avon and Somerset, Bedfordshire, British Transport Police, Cambridgeshire, Cheshire, Cleveland, Cumbria, Derbyshire, Devon and Cornwall, Dorset, Durham, Dyfed Powys, Essex, Gloucestershire, Greater Manchester, Gwent, Hampshire, Hertfordshire, Humberside, Kent, Lancashire, Merseyside, Metropolitan Police, Norfolk, North Yorkshire, Northamptonshire, Nottinghamshire, South Wales, South Yorkshire, Staffordshire, Suffolk, Sussex, Thames Valley, Warwickshire, West Mercia, West Midlands, West Yorkshire and Wiltshire.
12. [2011 Census: Key Statistics and Quick Statistics for local authorities in the United Kingdom - Part 1](https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/2011censuskeystatisticsandquickstatisticsforlocalauthoritiesintheunitedkingdompart1)
(<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/2011censuskeystatisticsandquickstatisticsforlocalauthoritiesintheunitedkingdompart1>)
13. [Mark Pont to Amy Baxter: Hate crime in England and Wales statistics](https://osr.statisticsauthority.gov.uk/correspondence/mark-pont-to-amy-baxter-hate-crime-in-england-and-wales-statistics/)
(<https://osr.statisticsauthority.gov.uk/correspondence/mark-pont-to-amy-baxter-hate-crime-in-england-and-wales-statistics/>)

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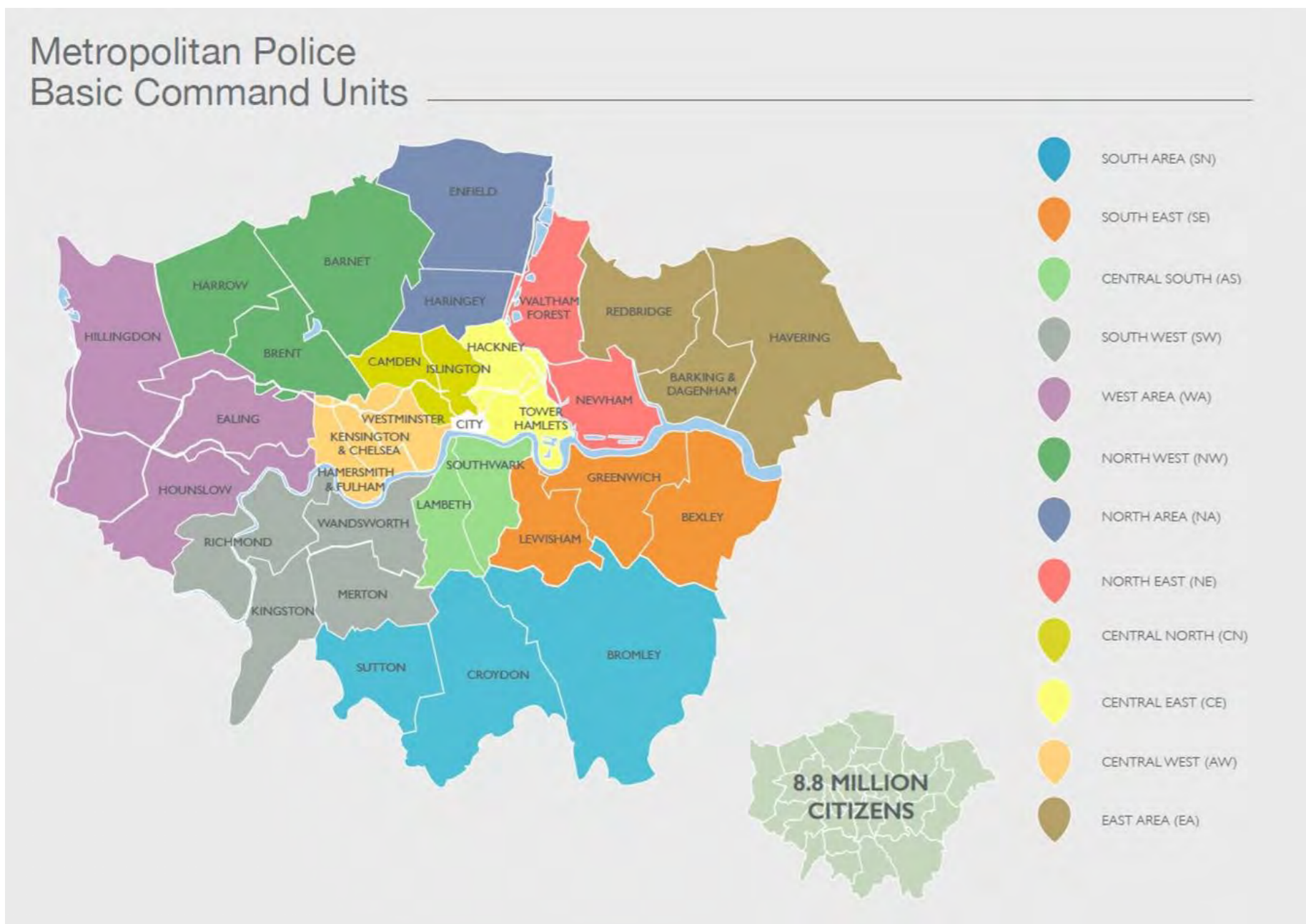
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Metropolitan Police Basic Command Units

Hate Crime Outcome & Performance Officers



Working with Victims of Anti-LGBT Hate Crimes

A Practical Handbook



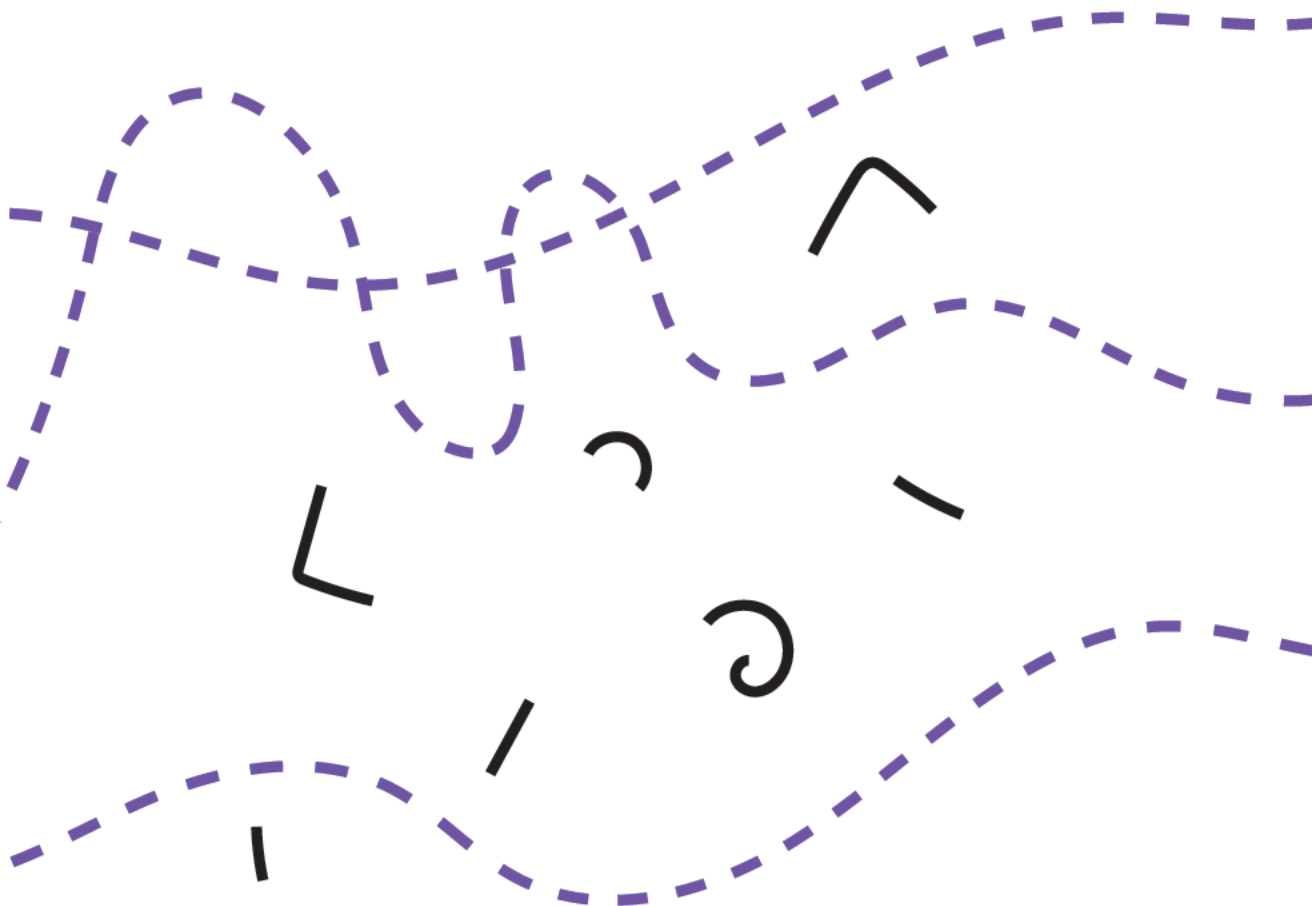


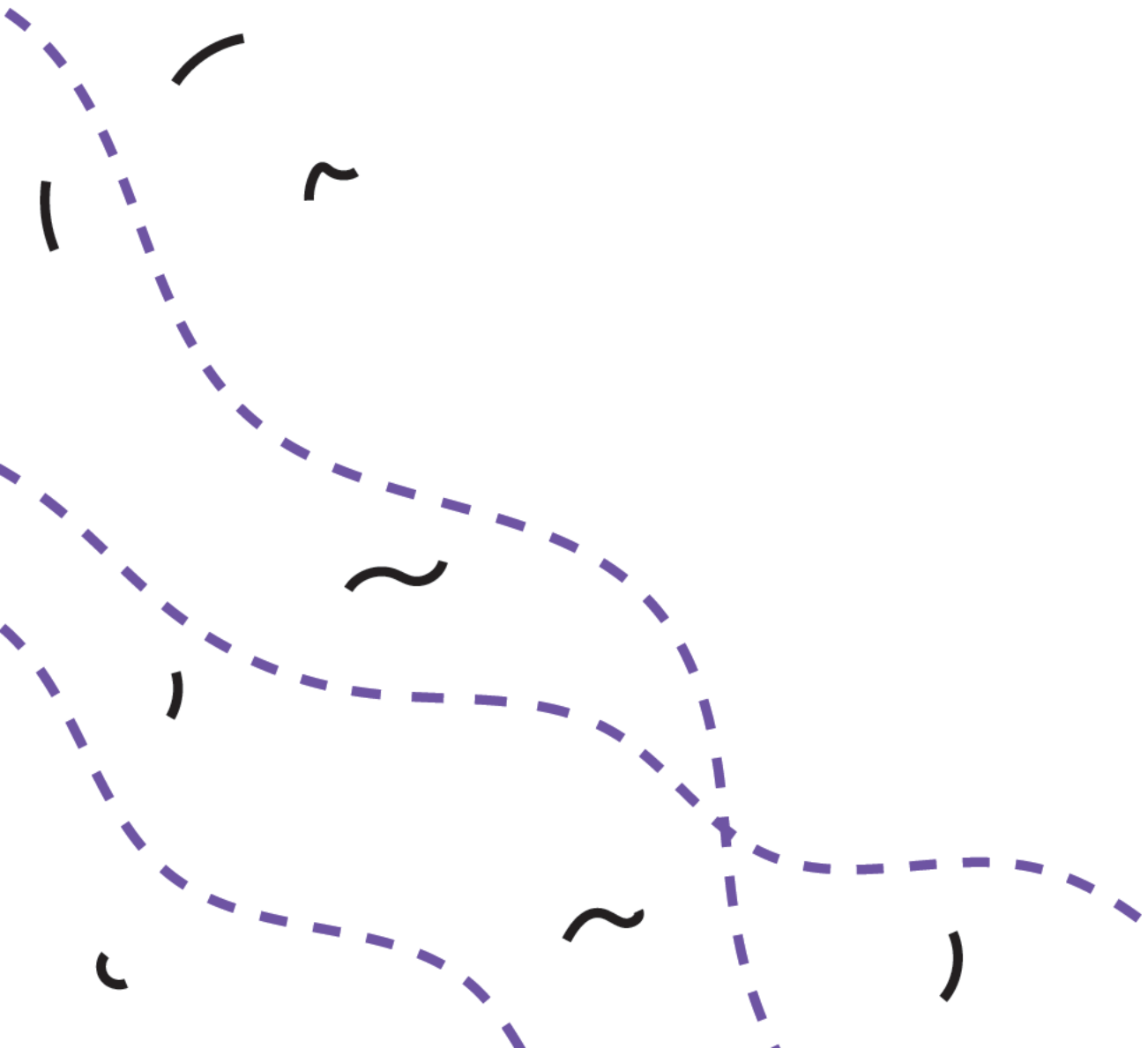
lgbt+
safe | just | fair



Working with Victims of Anti-LGBT Hate Crimes

A Practical Handbook





Supporting LGBT Victims of Hate Crime. A Practical Handbook.

There exists conclusive evidence that anti-LGBT hate crimes persists in the UK and across Europe. According to Galop's Hate Crime Report (2016), 4 in 5 LGBT people have experienced hate crime related to their gender identity or sexual orientation in their lifetime (79%). The FRA European LGBT Survey (2013)¹ also found that more than one in four (26%) LGBT people had been attacked or threatened with violence in the five years preceding the research. Figures are even more worrying when it comes to trans people, since a third (34%) of all trans respondents say they were physically or sexually attacked or threatened with violence in the five years preceding the survey. National victimization surveys, as well as cases collected by civil society organizations and reported to the Office for Democratic Institutions and Human Rights (ODIHR), also show a high number of anti-LGBT hate crimes across the region. The FRA LGBT 2013 survey also shows that homophobic and transphobic violence remains underreported across the UK and Europe. Namely, fewer than one in five (22%) incidents experienced by the respondents in the five years preceding the survey have been reported.

In order to fight underreporting and improve assistance for victims, the project Come Forward: Empowering and Supporting Victims of Anti-LGBT Hate Crimes, works to build the capacity of charities and authorities to understand and respond to the needs of victims facing anti-LGBT hate crime. The handbook in front of you is based on the experience of experts from different countries in collaboration in order to protect the rights of LGBT people in their countries.

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¹ European Union Agency for Fundamental Rights: European Union lesbian, gay, bisexual and trans survey, Luxembourg: Publications Office of the European Union, 2013

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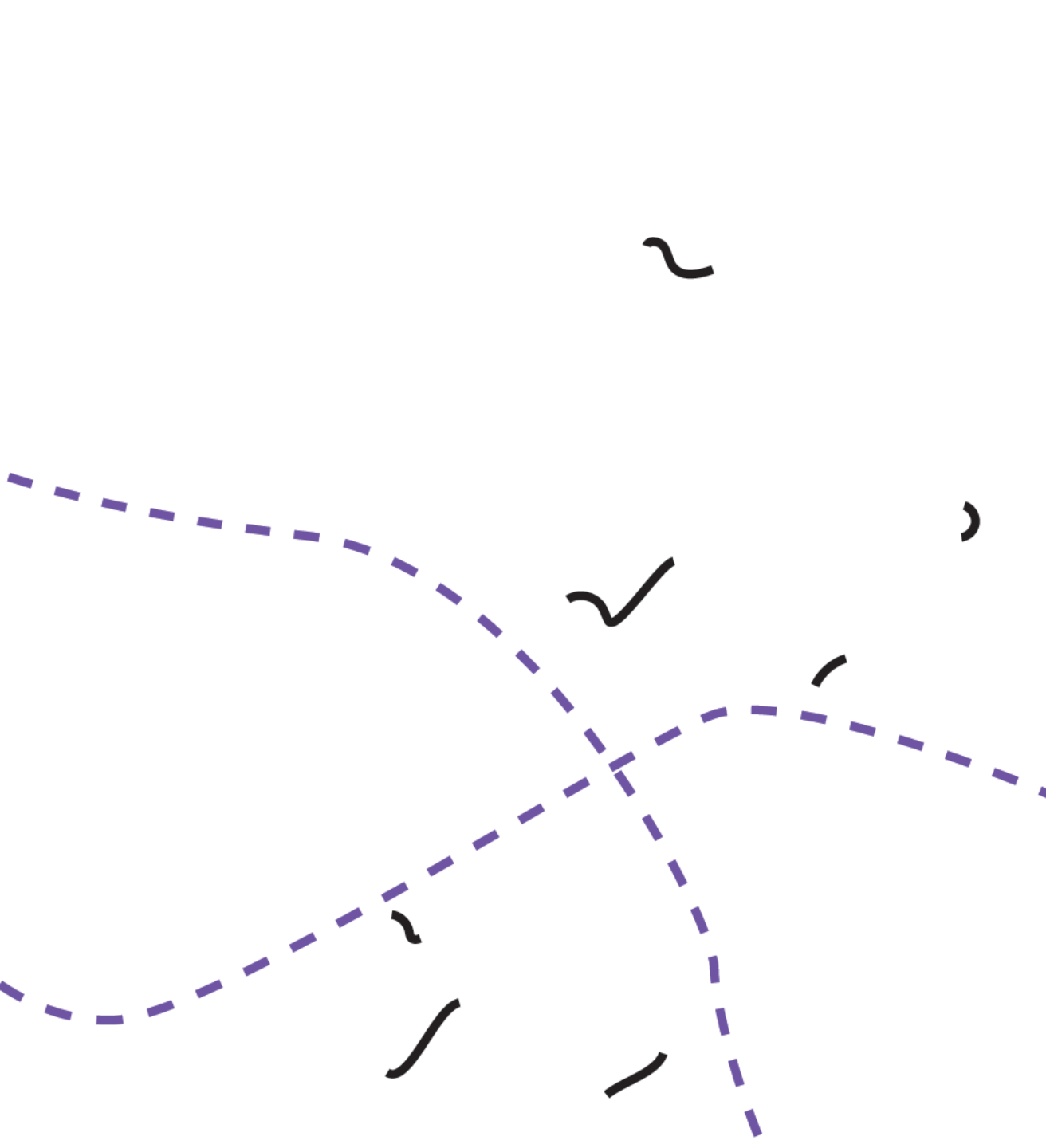
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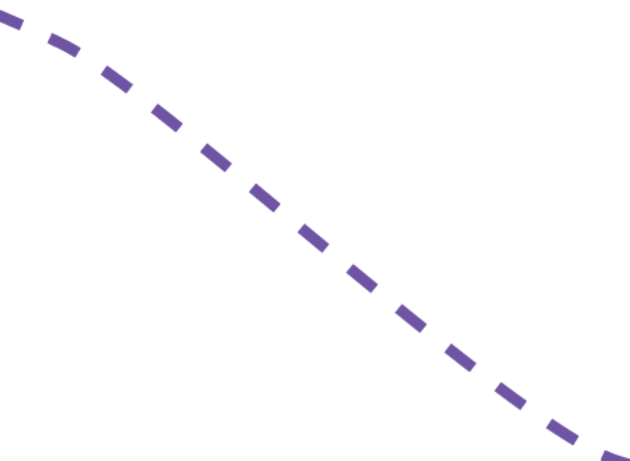


The terminology used in this handbook

11

Why is it important to understand and use the right terminology? Understanding the terms sexual orientation, gender identity, and gender expression helps us better understand the experiences and identities of LGBT victims of hate crime, and in this way to respect them. Respecting one's identity and using the words the persons would use to describe themselves, is the first step in establishing trust with the victim. Only a person who feels respected and safe can be cooperative and provide us with the information we need in our work. Respectful language can be crucial in investigating the details of an event and finding the best way to assist the victim.

The Importance of Using Respectful Terminology

- respecting the victim's identity and experience
 - establishing trust with victims and making them feel safe
 - encourage the victim's cooperation
- 

On what basis are LGBT people discriminated against?

Sex – refers to biological, social, and legal classification based on a combination of bodily characteristics including: chromosomes, hormones, internal and external reproductive organs, and secondary sex characteristics. People whose biological sex cannot be classified as either male or female can be classified as intersex, however they may identify as intersex people, male, female, trans people, non-binary or other.

Sexual orientation – describes a pattern of emotional and sexual attraction to people of a particular gender, or to people regardless of their gender.

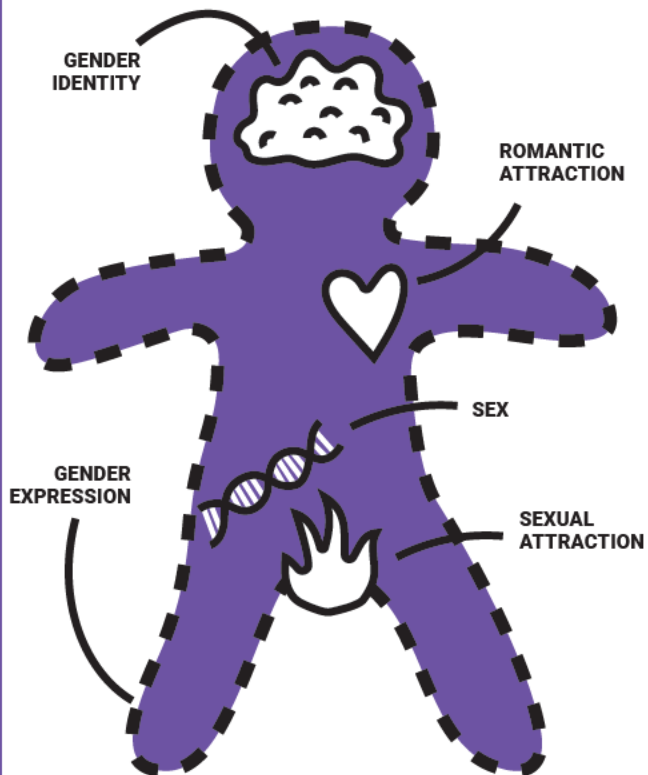
Gender – refers to the socially-constructed set of expectations, behaviours and activities of women (femininity) and men (masculinity) which are attributed to them on the basis of their sex.

Gender identity – refers to a personal experience of gender to which people feel they belong, which may or may not be consistent with the sex they were assigned at birth.

Gender expression – refers to the different aspects of how one person is performing their gender identity through appearance, behaviour, language, interests, roles, and other ways that can be externally perceived.

The Genderbread Person

Gender identity, gender expression, sexual orientation... mostly isn't well delineated and is often variable. It's not binary. Not or/or. Sometimes even and/and. A little of this, a little of that. A whole cookie, and worth it to put your teeth in it!





Sex

**XX, UTERUS, PENIS,
TESTICLE, XXX,
TESTOSTERONE, ESTROGEN,
XY, INTERSEX, VAGINA**

Physical aspects like your hormones, chromosomes and internal and external reproductive organs

Attraction is personal, changeable, and can be based on any combination of sex, gender identity and gender expression.

Sexual orientation



Gender identity

**GENDERQUEER,
TRANSGENDER, MAN,
WOMAN, GENDERFLUID**

Your inner feeling of femininity, masculinity, queerness, ...




Sexual attraction

Who excites you

**ASEXUAL, PANSEXUAL, GAY,
LESBIAN, BI, STRAIGHT,
AROMANTIC**

Who you fall in love with

Romantic attraction



Gender expression

**VOICE, LONG HAIR, DRESS,
PANTS, GESTURES,
MAKE-UP**

Way of behaving, dressing, speaking, moving, ...



**ALL COMBINATIONS
ARE POSSIBLE!**

Hungry for more? This model is based on the Genderbread Person v3. Read about its origin and evolution on [itspronouncedmetrosexual.com](https://www.spronouncedmetrosexual.com).

What words to use when talking about and to LGBT persons

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There are many words that people use when referring to LGBT people. Not all of them, however, are the ones that most LGBT people would identify with. Some of the most often used terms are considered insulting, medicalising or dated and if used can lead to distrust or rejection of the interaction. The most frequently used terms that are considered acceptable by the community are those represented in the acronym LGBT and they stand for lesbian, gay, bisexual and trans. Many combinations of the acronym exist: some variations change the order of the letters; some letters are left out or added in order to include many different sexual and gender identities.

The meaning of the LGBT acronym

Lesbian – people of female sex and/or gender who are physically and emotionally attracted to people of female sex/gender

Gay – people of male sex and/or gender who are physically and emotionally attracted to people of male sex/gender

Bisexual – people who are physically and emotionally attracted to people regardless of their sex/gender

Transgender – people who have a gender identity which is different to the gender assigned at birth, and those people who wish to express their gender identity in a different way to the gender assigned at birth

Additional terms you might come across:

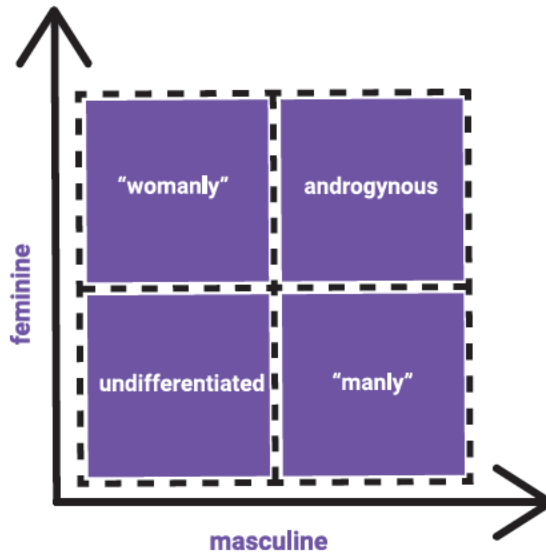
Cisgender – people whose gender identity is aligned to the gender assigned at birth

Intersex – people born with sex characteristics that do not fit the typical definitions for male or female bodies



Queer — historically a derogatory (English) term for LGBT people reclaimed by people whose gender, gender expression and/or sexuality neither conform to dominant expectations nor fit into the definitions of LGBT identities.

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Gay, lesbian, and bisexual identities refer to a person's sexual orientation, trans identity to a person's gender identity, and intersex to sex characteristics. Sex, gender, and gender expression however affect every person in a complex and profound way. They constitute the main aspects of our sexuality and human nature.

Hate crime and discrimination – the legal framework

- 16 During the last several decades, the countries of Europe have made important positive steps in securing legal protection for LGBT people. The legal framework for the protection against discrimination and hate crime against LGBT people have been further developed in the recommendations by the European Union (EU), the Council of Europe (CoE) and the United Nations (UN).

The Victim's Rights Directive

In 2012 the European Parliament and Council of the European Union adopted Directive 2012/29/EU on establishing minimum standards on the rights, support and protection of victims of crime. The purpose of the Victim's Rights Directive is to ensure that victims of crime receive appropriate information, support, and protection and are able to participate in criminal proceedings. The Directive requires member states to provide customized services to victims and to pay particular attention to victims who have suffered a crime committed because of a bias or discriminatory motive which could, in particular, be related to their personal characteristics. According to Victim's Rights Directive, gender-based violence is directed against a person because of their gender, gender identity, or gender expression or affects people of a particular gender disproportionately. It may result in physical, sexual, emotional, or psychological harm or economic loss to the victim. It includes violence in close relationships, sexual violence (including rape, sexual assault, and harassment), trafficking in human beings, slavery, and different forms of harmful practices, such as forced marriage, female genital mutilation and so-called 'honour crimes' (see Recital 17).

According to the definition provided by ODIHR², hate crimes are criminal acts motivated by bias or prejudice towards particular groups of people. To be considered a hate crime, the offence must meet two criteria: First, the act must constitute an offence under criminal law; second, the act must have been motivated by bias. Bias motivations can be broadly defined as preconceived negative opinions, stereotypical assumptions, intolerance, or hatred directed to a particular group that shares a common characteristic such as race, ethnicity, language, religion, nationality, sexual orientation, gender, or any other fundamental characteristic. Hate crime does not have to be directed only against a person, but can be criminal damage of property (for e.g., vandalism of personal property or space for community gathering). The Victim's Rights Directive clearly states in Recital 9 that crime is a wrong against society as well as a violation of the individual rights enshrined in the Charter of Fundamental Rights of the EU. As such, victims of crime should be recognized and treated in a respectful, sensitive, and professional manner without discrimination of any kind based on any ground such as race, color, ethnic or social origin, genetic features, language, religion or belief, political or any other opinion, membership of a national minority, property, birth, disability, age, gender, gender expression, gender identity, sexual orientation, residence status, or health.



2 Office for Democratic Institutions and Human Rights is the principal human rights institution of the Organization for Security and Cooperation in Europe (OSCE). ODIHR provides support, assistance and expertise to participating States and civil society to promote democracy, rule of law, human rights and tolerance and non-discrimination.



The national legal framework

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"I believe that the UK has one of the strongest legislative frameworks globally and provides a framework for independent criminal Justice agencies and judiciary to find a effective balance between protection from harm and free speech."

Mark Hamilton, National Police Chiefs Council
(The Hate Crime Report, Galop, 2016)

UK hate crime laws enable all forms of hate crime to be dealt with seriously by the police and courts. They do this by forcing courts to give an increased sentence where a crime has been proven to be related to a protected group. These include all crimes related to homophobia, transphobia, biphobia, racism, faith, and disability.

To record something as a hate crime the police need only be satisfied that the victim or any other person believe the reported crime was committed because of one of these forms of prejudice. However, to be considered a hate crime by a court two things are needed:

1) Crime element: Proof that a crime has been committed, such as physical assault, some forms of verbal abuse, repeated harassment etc.

2) The bias element: Proof that the crime was related to prejudice against a protected characteristic. In the UK this includes homophobia, transphobia, biphobia, racism, faith or disability. This can be from words or behaviour during the incident or immediately prior or following it.

In the UK there are legal tests used for the hate element:

The first is "hostility", which is used in England, Wales and Northern Ireland (s.146 & 146 Criminal Justice Act 2003). Courts use an ordinary dictionary definition of this word; meaning ill-will, ill-feeling, spite, contempt, prejudice, unfriendliness, antagonism, resentment, or dislike.

The second model used in Scottish law is "malice and ill-will" (s.2 Offences, Aggravation by Prejudice, Scotland, Act 2009). In practice both these terms are interpreted by courts in a similar way.

There are two ways for a court to establish that an offence was related to bias against a protected group:

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1) Demonstration: Proving that someone showed hostility toward a protected group during the committing of a crime or immediately before or after. This often involves the use of offensive terms about that group.

2) Motivation: Proving that the person committed a crime wholly or partly because of hostility against a protected characteristic. Essentially this means the persons purpose for choosing to commit the crime was their internal thoughts and beliefs about that group. Motive can be established by evidence relating to what the defendant said or did on other occasions or prior to the current incident.

The nature of violence against LGBT persons

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What lies behind the motive of violence out of hatred? Why would a person or a group of people even commit an act of violence? Contrary to what may first come to mind – most of the hate-based violence is not committed by the members of hate groups, gangs or neo-nazis. Most of the perpetrators are ordinary people.

To understand this it is important to stress that prejudices and biases are common in every culture. They usually originate from ignorance or lack of exposure to the 'unknown'. There are many factors leading to homophobic, transphobic and biphobic prejudice. Among them, most common are religious beliefs – accepting that any form of same-sex sexual relation is wrong and condemned. Furthermore, a history of institutional persecution of LGBTIQ people – in most parts of Europe homosexuality was only de-criminalized in the 20th century, while the World Health Organization had not declassified homosexuality as a mental disorder until 1990. There are also culturally conditioned factors, such as sexism and *machismo* – the belief that women or men should never go against the norms that are expected from them.

Discrimination – putting a person or a group in a less favourable position than other people in a comparable situation. The reason for discrimination is usually based solely on an actual or perceived belonging of the person to a certain social category. Indirect discrimination occurs when there is a practice, policy, or rule which applies to everyone in the same way, but has apparently less favourable effect on some people compared to others.

Hate crime – criminal acts related to bias or prejudice towards particular groups of people.

Violence – intentional use of physical, emotional, sexual, and economical force against someone's will in order to cause physical or psychological harm or death, maldevelopment and/or deprivation.

Homophobia – a range of negative attitudes, feelings, and actions, including discrimination and violence against people who identify or are perceived as being lesbian or gay.

Transphobia – a range of negative attitudes and feelings, including discrimination and violence against people who identify or are perceived as being trans.

Biphobia – a range of negative attitudes and feelings, including discrimination and violence against people who identify or are perceived as being bisexual.

Heterosexism – presumption that everyone is heterosexual and cis-gender and that only opposite-sex attractions and relationships are acceptable and therefore superior.

Sexism – systematic discrimination based on a presumption that physical differences between sexes justify the superiority of one sex and/or gender over another.

Patriarchy – a social system in which cis-gender men hold primary authority in political, social, and public life, hold control of property, and enjoy social privilege.

Homophobia, biphobia and transphobia can take many different forms, including negative attitudes and beliefs about, aversion to, or prejudice against people who are identified or perceived as lesbian, bisexual, gay, or trans. It is often based on prejudices, misunderstanding, false information, stereotypes, or fear that may or may not have deep social, religious, historical, cultural, or other justifications. These prejudices are often learned in one's primary family.

Homophobic, biphobic and transphobic violence is gender-based violence. Similar to other forms of gender-based violence, it occurs as a result of the normative role expectations associated with each gender. This means that within the context of a society or a community there are certain social expectations about acceptable gender behaviours or

gender roles. At the same time there are only two recognized genders – male and female – and they are unequal in power which is not widely understood. In short, anyone (any gender) can become a target of physical or verbal attacks for transgressing predominant concepts of gender roles. Many examples can be found for transgressing expected or dominant concept of gender roles, because society's roles are complex and can vary, but here are just some of the obvious ones:

- Gay men are transgressing the concept of masculinity if they have sex with other men
- Lesbian women are transgressing the concept of femininity because they do not have sex with men
- Some men are transgressing the concept of masculinity if their gender expression does not match the proscribed gender expression (e.g. if the man's gender expression is seen as "too feminine")
- Some women are transgressing the concept of femininity because they demand equal treatment as men (e.g. in the family, workplace, or in public life)
- Trans people are transgressing the concepts of gender, because they overcome the idea that gender derives from one's sex characteristics
- Intersex people are transgressing the concepts of two distinct sexes by having bodies that cannot be classified neither as male nor female.

What makes a behavior homophobic or transphobic? In short, something is a homophobic or transphobic hate crime if the perpetrator's motif to attack was the victim's real or perceived sexual orientation, gender identity and/or gender expression. If the victim or anyone else believes something they had experienced is a hate-crime, it should be documented and recorded as such by the person who this information is reported to, and if the criminal procedure follows, treated as a hate-crime according to national legislation.

Violence against LGBT persons

Despite progress on LGBT rights in the UK, hate crime is still a regular part of many LGBT people's lives. Galop's Hate Crime Report (2016) found that 4 in 5 LGBT people had experienced hate crime related to their gender identity or sexual orientation in their lifetime (79%). This was consistently high across all sexual orientations and gender identities, including trans people (79%), lesbian women (77%), gay men (77%) and bisexual people (75%). It was also high for both women (79%) and men (78%).

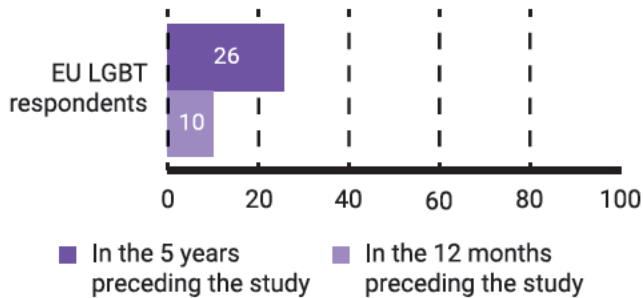
23

According to government estimates, approximately 29,000 sexual orientation hate crimes are committed each year in England and Wales (Crime Survey for England & Wales, 2015). No estimate currently exists for transphobia, though it seems clear that many more anti-LGBT hate crimes are committed than authorities ever hear of.

In 2012, the Fundamental Rights Agency (FRA) launched an online survey (published in May 2013) on experiences of bias-motivated discrimination, violence, and harassment among LGBT people. The survey received 93,079 responses, and the results show that LGBT people in the EU suffer discrimination, marginalization, and violence at school, at work, and in public.

A quarter (26%) of all EU LGBT survey respondents had been attacked or threatened with violence in the previous five years (see figure 1). A majority of respondents who had experienced violence (59%) in the past year said that the last attack or threat of violence happened partly or completely because they were perceived to be LGBT.

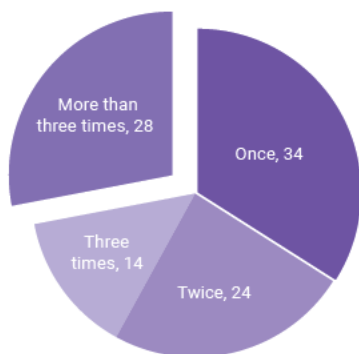
Figure 1. Prevalence of violence in the five years preceding the study and in the 12 months preceding the study (%)



Source: European Union Agency for Fundamental Rights: European Union lesbian, gay, bisexual and transgender survey, Luxembourg: Publications Office of the European Union, 2013, p. 56

Trans people are particularly vulnerable as they experience the highest level of repetitive violence and hate crimes. One third (34%) of all trans respondents say they were physically or sexually attacked or threatened with violence in the five years preceding the survey, and about three out of ten of all trans respondents said they were victims of violence or threats of violence more than three times in the past year (see figure 2).

Figure 2. Transgender respondents who were attacked or threatened with violence one or more times in the 12 months preceding the study, by number of incidents



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Source: European Union Agency for Fundamental Rights: European Union lesbian, gay, bisexual and transgender survey, Luxembourg: Publications Office of the European Union, 2013, p. 60

The survey indicates that the perpetrators of violence were most often people who were unknown to the victims: 45% of the most recent violence suffered by the respondents were committed by "someone else they did not know". In a third of violent incidents (36% of most recent violent incidents), the perpetrators were a teenager or a group of teenagers. Of the violent incidents committed by someone the respondent knew, the perpetrator was most often someone at work, school, college, or university (17%).

More than half of violent incidents took place outdoors, most frequently on the street or in a square, car park, or other open public space (44%). Of those incidents which occurred indoors, public places were again the most common locations: one in 10 incidents took place in "a café, restaurant, pub or club", whereas one in 13 occurred on public transport. Victim's homes were reported as the place of violence in one of every 12 cases (8%).

Barriers to reporting anti-LGBT hate crimes

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"Most offences still do not come to the attention of the police so there is still a lot more to do."

Mark Hamilton, National Police Chiefs Council (The Hate Crime Report, Galop, 2016)

Very few anti-LGBT hate crimes in the UK are reported. The Galop's Hate Crime Report (2016) found that 1 in 4 LGBT participants had reported the most recent hate crime they experienced to the police (25%). Lesbian women were most likely to have reported (31%), followed by gay men (25%), bisexual people (22%) and trans people (22%).

Reasons given for not reporting included feeling that it would not produce a result (24%), being unsure if it was a crime (22%), feeling it would not be treated seriously (12%), fear it would make the situation worse (7%), and fear of police reacting negatively to their identity (5%). In contrast to the barriers above, the survey found high levels of literacy about reporting mechanisms, with just 2% saying they did not report because they were unsure how or where to do it.

The high levels of anti-LGBT hate crime and low level of reporting mean it is especially important to handle reports in a professional and empathetic manner to encourage future reporting. The importance of this is underlined by a finding from the above research that half of the survey participants who reported a hate crime were satisfied with the outcome it produced (49%), while the remaining half were dissatisfied (50%). Context for this figure can be found in the Crime Survey for England & Wales, which regularly finds that half of people who report hate crime are satisfied with how it is handled by police (52%). That compares poorly with the much higher satisfaction rate for other types of crime detailed in the same report (73%). It also found that victims of hate crime were less likely to feel they had been treated with respect by the police (51% compared with 81% of crime victims in general).

Reasons for not reporting violence to authorities

I thought police would see it as pointless and time wasting. But also I just couldn't be bothered with all the palaver it would cause. And like most people, it's kind of part of life and you would spend too long reporting it all otherwise.

Pansexual participant, The Hate Crime Report, Galop, 2016

I will report if it's really serious. Petty hate crime like this is constant and I don't have the time or energy to pursue every instance.

Bisexual participant, The Hate Crime Report, Galop, 2016

The police were super helpful and nice, but I'm paranoid about outing myself and overcoming that is difficult.

Agender participant, The Hate Crime Report, Galop, 2016

Imagine if in a years time I get beaten up again – do you think they would believe me if I report it? I don't think so. If I get hurt again and I tell the police and say look, this has happened again, I don't think they would go after [the perpetrators]. I don't think anything would happen.

Bisexual participant, The Hate Crime Report, Galop, 2016

Firstly, it didn't actually cross my mind to report it – despite being active in the local LGBTIQ+ community. Secondly, exploring my gender identity (to which the abuse was directed) was still quite a new and sensitive topic for me at the time. Additionally... friends told me many a shit story about being laughed at/disregarded, as well as the whole queer thing coming out in the wash to the extended family should the incident get media coverage.

Gender queer participant, The Hate Crime Report, Galop, 2016

The reason for not reporting hate-crime and violence to the LGBT NGOs are similar to the reasons for not reporting a hate crime to the police, however, there are several considerable differences. For example, among respondents of the Croatian 2013 field research who did not report violence to NGOs (n=323), a majority of them (n=130) did not report it because they diminished the event as “not being serious enough”. The second most common reason for not reporting the violence to the NGOs was because the participants did not know they could report it to NGOs (n=62) and receive legal, psychological or psycho-social support. Furthermore, 50 participants did not report violence to NGOs for lack of motivation, while 25 participants dealt with the situation on their own. In contrast to the reporting a violence to the police, only 20 participants did not report it to an NGO because they distrust NGOs, while 19 because of discomfort (e.g., shame, and fear – in particular fear of “coming out”).

When the hate crime is reported

Finding the courage to report a hate crime is not easy for the victim. Not only have they gone through an event that might have been traumatic, but they will also most probably be in the position of disclosing some aspects of their personal lives and identity to unknown people. This unwanted exposure can cause in the victim the feeling of not being in control of their lives. For this reasons, make sure you take the following steps in order to reassure the victim that their person and perspective are acknowledged and respected.

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General guidance for responding to a hate-crime report

1. Always introduce yourself by your full name and your role in the procedure. Make sure that the victim has your contact information and that they can reach out to you after the interview.
2. Ask what the victim prefers to be called (What is your name? How would you like me to address you?)
3. Ask the victim if they have any physical injuries and make sure that medical assistance is available.
4. If possible, inform the victim about their rights according to the national legislation and/or the Victims' Rights Directive (2012/29/EU). Make sure that the victim receives all the relevant information in a way that is simple, accessible, and understandable for them. The information should be given in different ways: verbally, on a handout that they can take home, etc.
5. Always make sure that the victim feels safe and confident and that they can always ask you questions if something is not understandable. The victim should share only the information they want to share. This is particularly important if your initial contact with the victim is immediately after they experienced violence or in public.

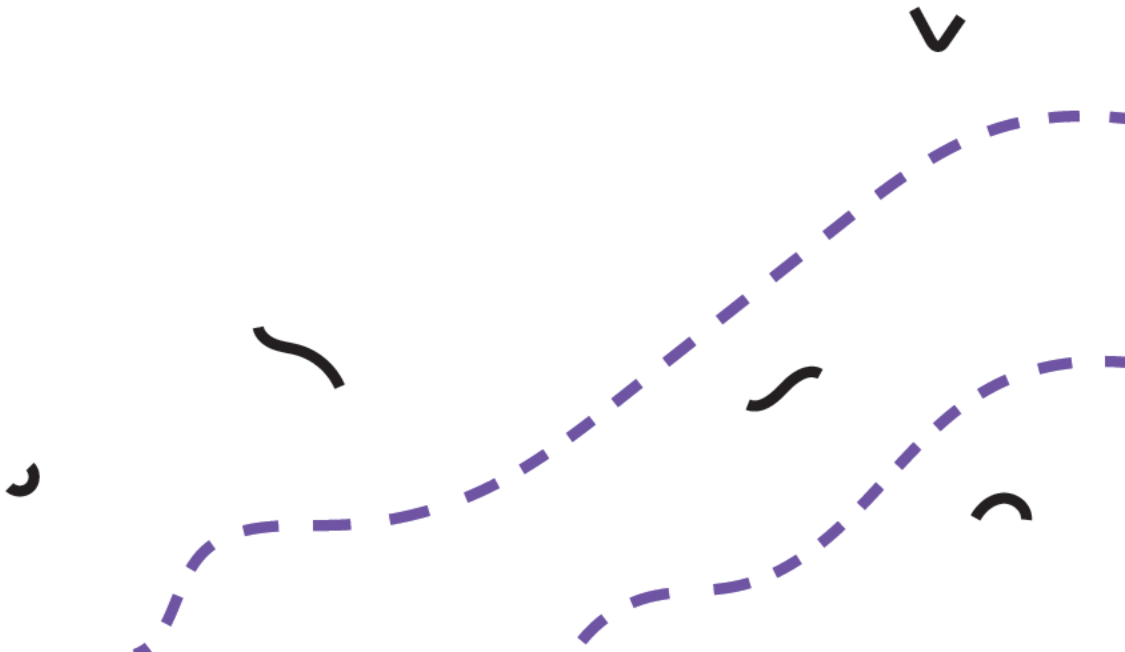
6. Ask the victim to tell you briefly what has happened. Use simple conversation starters so the victim can feel that they are regaining control of their situation (e.g. What would you like now? Do you need water?).
7. Make an individual assessment: Does the victim have any specific support or protection needs? Is the victim particularly vulnerable to repeated violence or secondary victimization?
8. Acknowledge the victim's experience by thanking them for sharing it with you. Ensure the victim about confidentiality during the interview.
9. If possible, inform the victim about further steps and your role in them. It is important that the victim is always accompanied by a person familiar to them.

How to recognize a hate crime against LGBT persons?

Even if victims find the strength to report a hate crime, not all of them will be open about their identity or details of the event that might suggest it was a hate crime. Not only are most people not comfortable talking about their identities and personal lives to officials and unknown people in general, but they might also not be aware of what a hate crime is and what kind of details could be relevant. If you suspect the reported event is an anti-LGBT hate crime, pay attention to the following indicators.

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Remember! Always ask questions about the context of the event and not about the victim's identity and private life (unless it is necessary because of the nature of the crime).



Strong indications for hate-crime against LGBT people

Research and interviews with the victims suggest that most hate crimes against LGBT people:

- 32 are committed by unknown perpetrators in public places, indoor or outdoor – pay attention to whether the attacks happened near an LGBT community place of gathering (clubs, bars, social centres, cruising area) or their own home;
- the person might be a victim of anti-LGBT hate crime due to their gender expression: dress, behaviour, LGBT symbols (rainbow badges/ribbons/clothing, pink or black triangles);
- the victim is an LGBT activist or was involved in activities promoting the rights of LGBT people at the time of the event;
- the victim was in the company of a same sex partner;
- almost always involve homophobic and/or transphobic language, slurs, and verbal humiliation prior to or during the physical attack – ask the victim and witnesses if they remember what the perpetrator was saying;
- are committed before, during, and particularly after events of significance to the LGBT community – e.g. Pride March or protest;
- are committed when there is a significant increase of public visibility of LGBT people in public or the media: e.g. during public debates and political debates on LGBT rights;
- the perpetrator is part of an organised hate group known for homophobic and transphobic hate speech – investigate if they display any symbols that indicate their belonging to an organised hate group or if they identify with any of these groups on social media;
- the perpetrator did not display any financial or other motive when committing the offence (no theft);

- unlike racist hate crimes, anti-LGBT hate crimes can happen at the victim's home and the perpetrator can be a family member.

Documenting hate crimes

What to document during the interview

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- Does the victim believe that the crime was motivated by a bias against LGBTIQ people? If so, document why they think they are a victim of a homophobic/transphobic hate crime.
- If the victim is a trans person whose documents do not reflect their gender identity, be sure to indicate the person's gender identity. Even if the report form requires filling the person's sex, indicate the person's gender identity in the description.
- Document what kind of injuries, if any, the victim has suffered, including how the victims feels emotionally.
- Document a detailed description of the violence and the perpetrator(s). Does the victim know the perpetrator(s) or did they have any encounter before?
- Document if the place where the crime took place has any significance to the community the victim belongs to. If so (a bar, public event related to LGBTIQ people, a cruising area), explain its significance.
- Was the victim alone when they were attacked?
- Were there any witnesses around? Can you reach out to them?

Reaching out to the LGBT community

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LGBT charities can play a valuable role in the process of reporting, investigating, and providing support for the victims. If you work in a public institution dealing with anti-LGBT hate crime victims, be sure to reach out to an LGBT charity. The following are some suggestions on how to reach out to LGBT communities and ways in which to collaborate.

Suggestions on how to reach out to the LGBT community

- Police, prosecutors, and Local Authorities can reach out to LGBT people in taking steps to secure media coverage of successful prosecutions of homophobic and transphobic hate crimes. They can ask for LGBT NGOs' assistance and jointly give a condemnation of the hate crime that occurred. This will encourage other victims to report the hate-crime in the future, regardless on what grounds it was committed.
- The police and prosecutors can work together with LGBT charities in pre-trial criminal investigation, in order to gather intelligence, release witness appeals, gauge community impact, and facilitate the dialogue with the LGBT community to build a trust in law enforcement.
- Public bodies and LGBT charities can jointly attend training and workshops in order to build trust, exchange experiences, and best practices.
- Police officers can establish personal connections with members of the local LGBT community, particularly LGBT community leaders and charities, in order to understand the needs of the community and increase their trust in law enforcement.
- Service providers should use respectful language, challenge offensive language they hear, and try to be informed on LGBT identity issues.

The victim's perspective

Reactions to hate-crime and violence in general can be different depending on the person. Victims of hate-based abuse and violence often experience trauma and extreme anxiety even if no physical harm was involved. Unlike an ordinary crime, hate crimes can affect victim's deeply because it targets their identity or personality. Combining that with trauma and anxiety caused by the violence itself, a victim might be left feeling helpless and losing a sense of security and have a constant feeling of danger as their identity is something they carry with them constantly. Ongoing criminal procedures can be another great stressor for victims, sometimes so powerful that the victim does not want to cooperate with any party involved, even if they are doing all that is in the interest of the victim and the society as a whole. The victims in a criminal procedure are under stress because they are expected to talk about the experienced violence and to be challenged on their account of events (often repeatedly during the criminal procedure), leading to a feeling of secondary victimization.

The following description is a true story that describes just one of many possible types of reactions to hate crime. Sometimes victims in similar situations choose to never talk about it to anyone. If the victim has opened up to you and reported a hate crime it took a lot of courage and strength. The names of the people have been changed to protect their privacy.

Hate crime story from a victim's perspective:

Paula is a woman in her 20s. She is a proud lesbian woman who is involved in her local LGBT community — she regularly attends LGBT events, walks proudly in the Pride March with all her friends and family and is out to everyone she knows. She never hides when kissing her girlfriend in public. Like many people her age, she sometimes goes out on a Saturday night with her girlfriend and other friends to bars and clubs. That particular Saturday she decided to go out clubbing in a very popular club where she had been several times before. It was not an LGBT bar, but many of her LGBT friends were regular customers there. Paula and her girlfriend arrived holding hands, met their friends in the club and everything seemed like they were all going to have a good time. Paula and her girlfriend danced together and kissed many times. Later in the night, a man of about her age approached Paula and wanted to flirt with her. As he was too vulgar, Paula was not too polite in her rejection. She did not see the man again, until early morning, as she was leaving the club with her girlfriend. He was waiting for Paula with two of his friends in the parking place near the club. His friends separated Paula and her girlfriend, as the man started humiliating and threatening with all kinds of sexist and homophobic insults. Soon punches followed. The man hit her several times and soon she was on the ground. Her girlfriend witnessed all of it and was screaming constantly. Soon after Paula fell on the ground, one of their friends, Sara, who was in the club with them, noticed what was happening. Sara, who has seen homophobic violence several times before, warned the perpetrators to stop the violence against Paula and her girlfriend, but the man who was attacking Paula started insulting Sara as well. The violence escalated, Sara was able to defend herself and the perpetrator's friends intervened and decided to take him away. Luckily, now there were other people around and someone has already called the police and the ambulance. Both the police and ambulance arrived very shortly. Paula was still on the ground, shocked, bruised and with a haematoma on her forehead. She felt helpless and angry at

the same time, but at this moment there was nothing she could do. Her girlfriend was also traumatized. They were both crying. Their friend Sara was in the least state of shock. She reacted differently to the trauma and was trying to talk to all the other people around. When the police came they asked what happened. All the witnesses clearly stated that Paula and her girlfriend are a lesbian couple who were verbally harassed and humiliated by an unknown man on the grounds of their sexual orientation before he physically and verbally attacked Paula. After the attack Sara was the first one who reached out to charities and helped the investigation by staying in touch with all the witnesses. Paula and her girlfriend at first only wanted medical assistance and refused contact with anyone. Only a week later were they willing to cooperate and asked charities for practical and emotional support.

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Experiencing a traumatic event can cause physical, emotional, or psychological harm, regardless if bodily injuries occurred during the attack. In more serious situations, an acute stress disorder can be developed. Even though victims' reactions to traumatic experiences are individual and therefore can be different, they can be grouped into several categories. Most of the victims' reactions are combinations of these categories:

Emotional reactions – fear, shame, anxiety, helplessness, insecurity, sadness, depression, a feeling of losing control, panic attacks, feeling guilty, distrust in other people, oversensitivity, constant changes of mood, and other intense emotional reactions

Physical reactions – dizziness, body tremors, muscle tensions, psychomotor disturbances, sweating (particularly palms), headaches, high sensitivity to light exposure, feeling cold in lower body (particularly in feet), heart palpitations, high blood pressure, low blood sugar, digestive problems, hyperarousal, difficulty speaking, difficulty breathing, various stages of shock

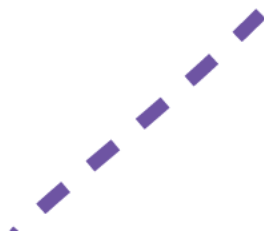
Behavioral reactions – reticence: refusing communication, isolation, crying, aggression, verbal outbursts, impatience, drug or alcohol abuse, self-harm, suicide attempt

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Cognitive reactions – disorientation, confusion, difficulty with concentration, difficulty speaking, forgetfulness, distraction³



3 Source of classification: Hamer Vidmar, Nikica 2016. „The Treatment of Victims of Hate Crime Against LGBTIQ Persons.“ Presented at the Training for the Students of the Police Academy, May 23, Zagreb, Croatia



While working with hate crime victims, bear in mind that:

While working with hate-crime victim(s) of violence and discrimination, please have in mind that:

- the victim may not be able to recall any or enough information about event;
- the victim may not be able to give a detailed and precise statement;
- the victim's statements may be a detailed and precise description of certain parts of the event, but very vague or contradictory in other (e.g. victim may recall in detail the description of the attacker, but not know what happened after the attack);
- the victim may be focused on details irrelevant for the criminal procedure;
- the victim may seem confused and distracted;
- the victim may deny being involved in a hate crime;
- the victim may have been sexually assaulted, but only talk about the physical aspect of the attack;
- the victim may have problems understanding questions;
- the victim may appear confused when talking;
- some victims may be targeted on multiple grounds (e.g. gender, religion, ethnicity, disability or refugee status) – make sure all grounds are recognized;
- the victim may have some health problems due to stress while testifying (e.g. having seizures, violent outburst or extreme anxiety that may lead to a panic attack);
- the victim may seem unfocused and/or lose concentration during a conversation;
- the victim may experience flashbacks of the attack during a conversation;
- the victim may seem emotionless or like they don't care about what has happened;
- the victim may have trouble speaking;
- the victim may describe the experienced violence in a way that might suggest it happened to another person (e.g. speaking in third person);
- the victim may seem hostile and not trustful;
- the victim may be under medication, substance abuse or alcohol.

Supporting LGBT victims of hate crime

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All victims of hate crime are entitled to confidential support services (Victim's Rights Directive, Article 8). These services include: providing information about the criminal procedure, providing advice, emotional and psychological support, and if needed, practical or specialist support to help them cope with the aftermath of a crime, as well as upcoming or ongoing criminal proceedings.

LGBT charities such as Galop can provide advice, emotional support, and direct assistance to victims to help them cope and recover from their experience of hate crime. They can help support victims through reporting, investigation, and court proceedings where necessary. They can also help with the non-criminal justice impacts of hate crime (social, emotional, financial, housing, and practical). They also monitor and document crimes against LGBT people to tackle under-reporting.

The basic support for all hate crime victims, as prescribed by the Victim's Rights Directive, includes:

Emotional support – listening, providing empathy, and showing affection;

Informational support – providing basic information, guidance, or advice regarding their rights and available support services;

Instrumental support – providing material resources according to the victim's needs;

Companionship – helping the victim regain control of their life. This includes engaging the victim in activities with those who provide support.

This basic support should be available from the earliest possible moment – after a crime has been committed – regardless if the crime has been reported to law enforcement or not – and last for an appropriate period after the final verdict has been brought, depending on the victim's individual needs. The victim should also receive support at the moment when the perpetrator is being released from both detention and incarceration.

Victims who have suffered serious harm or are particularly vulnerable can require additional support services due to their specific needs. Particularly vulnerable LGBT groups are those LGBT hate crime victims who could be exposed to repeated violence and should always be provided with specialized support:

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- those who have been systematically abused and threatened by the same person
- victims of long-term psychological abuse
- those who have been a hate crime victim before
- those who personally know their perpetrators
- victims of hate motivated domestic violence
- victims of hate motivated sexual assault and/or rape
- minors
- those LGBT people with intersectional identity needs (race, faith, disability, refugee status, sex workers, etc.)

This specialized support should always be based on the victims' individual needs and severity of the crime. The main role of a specialist support is to overcome or prevent trauma or other forms of long-term harm resulting from the crime.

Have in mind that interviews with victims of sexual violence are very delicate and the victim should be free to make a decision about the interview's gender. Victims of sexual violence, victims of human trafficking and minors have also the right to be questioned by video call.



Specificities of working with victims of homophobic and transphobic hate crime

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- Do not presume that every LGBT person is open to everyone about their sexuality or gender identity. Make sure that the victims feel comfortable and secure and that they can confide in you.
- Be aware that official documents do not always reflect the true gender identity of a person. Some trans peoples identity documents (e.g. passport or driving license) may list their name and sex as different to their preferred name or gender. Be an active listener and use the same gender pronouns as the person you are talking to.
- Be aware that not every LGBT person identifies with words or terms you are familiar with. If you are unsure how the person identifies in terms of gender or sexuality, it is appropriate to ask in a professional and respectful manner: "How do you identify regarding your gender or sexuality?".
- If you don't understand something regarding a person's identity it is best to ask in a professional and respectful manner. If you make a mistake, as soon as it becomes obvious or pointed out, simply apologize.
- Protecting personal privacy is extremely important when working with LGBT people. Disclosing some personal information might have a huge impact on the person's life. Be sure to do everything to protect the victim's privacy and always reassure them about it.

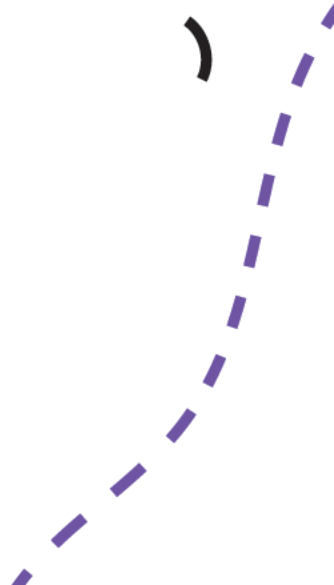


Contact list

Early engagement with LGBT services is essential to reduce fear, mistrust and misunderstandings between victims and authorities. In order to overcome these obstacles, cooperation between police, prosecutors and specialist victim services on the one hand and on the other have proven to be beneficiary for both the victim and law enforcement. This cooperation includes exchange of information on best practices, awareness-raising campaigns to combat under-reporting, research, education and training.

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What follows is the list of charities that provide assistance to victims of hate crime. We strongly advise that victims be provided information on free and accessible support.



Non profit organizations

Galop

LGBT hate crime reporting, support, assistance and specialist advocacy

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020 7704 2040

advice@galop.org.uk

www.galop.org.uk

Community Security Trust

Anti-Semitic hate crime reporting, support and assistance

020 8457 9999

incidents@cst.org.uk

www.cst.org.uk

Tell MAMA

Anti-Muslim hate crime reporting, support and assistance

0800 456 1226

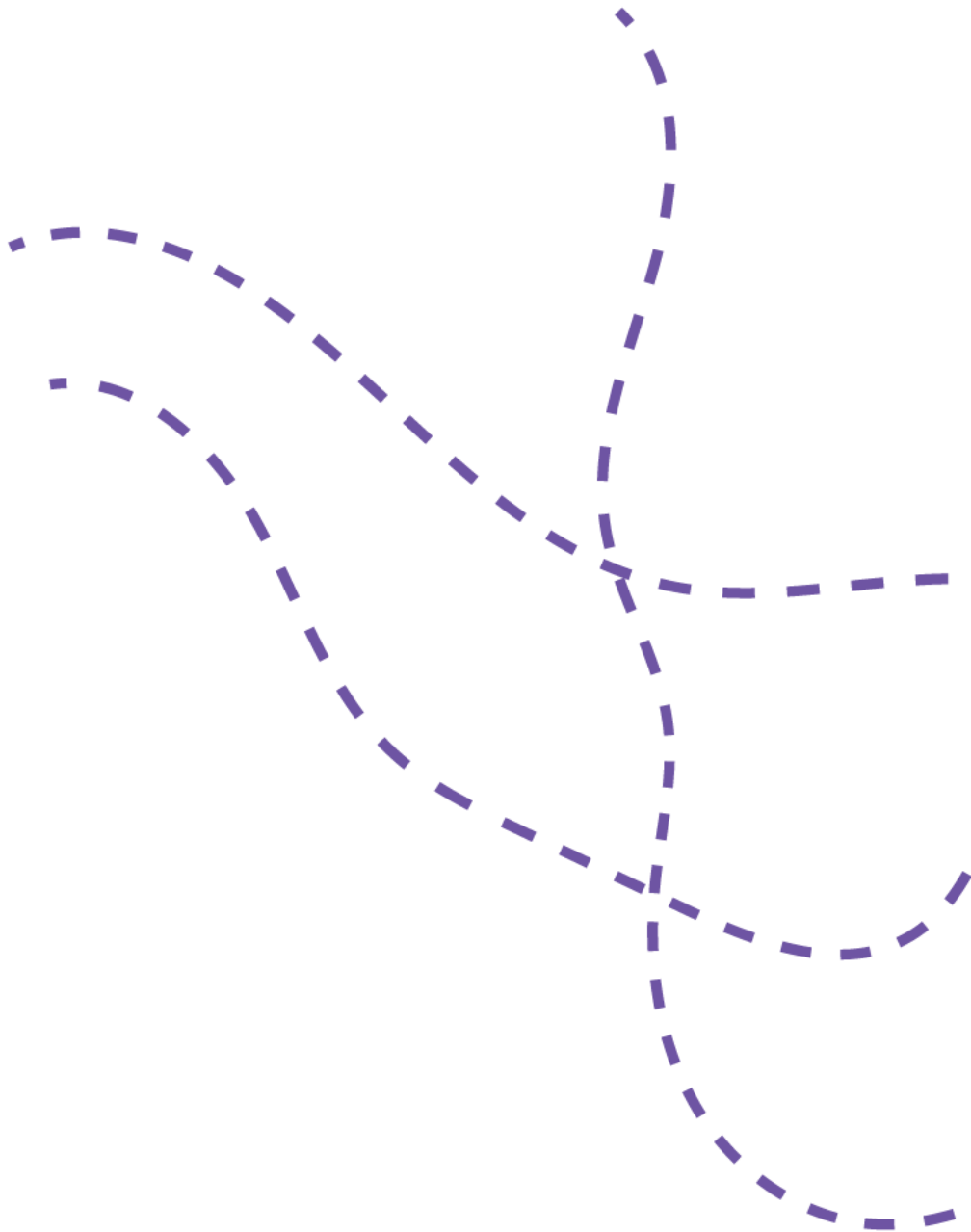
www.tellmamauk.org

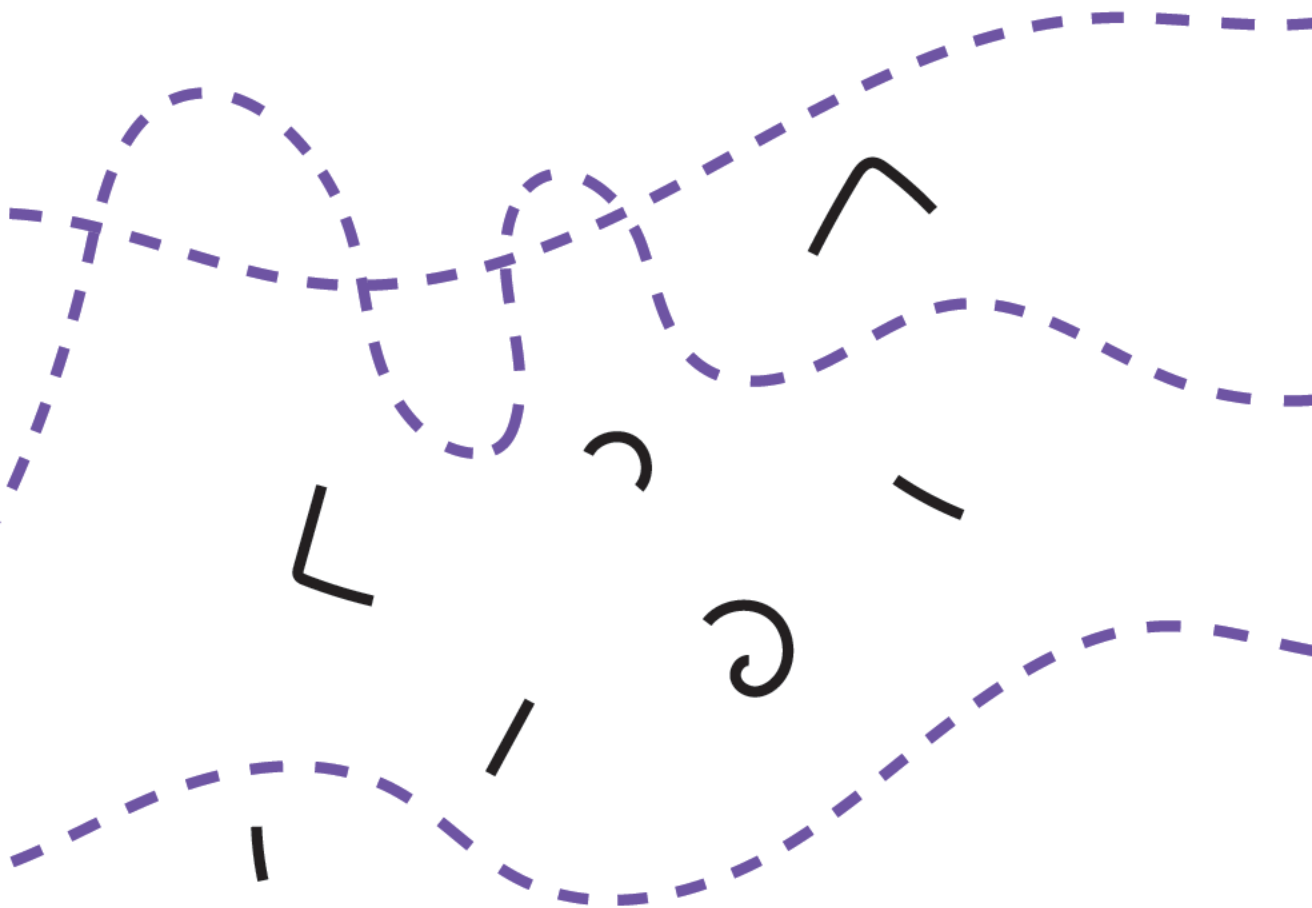
Victim Support

Emotional support service for victims of crime

08 08 16 89 111

www.victimsupport.org.uk







This handbook was developed by the team of the Come Forward project with the aim of providing people working with victims of hate crimes a practical tool on how to accommodate the specific needs of LGBT victims. It provides professionals working with victims and witnesses in institutions and organizations where people can report crimes and receive support (police, prosecutors, non-governmental organizations etc.) with simple and relevant information needed to better understand transphobic and homophobic violence, the experiences and perspectives of the victims, and how to ensure maximal support and safety for the victims. It also includes specific and practical guidelines and tips on how to work and communicate with LGBT victims taking into consideration their specific needs and vulnerability.



ISBN:

Sec 146 Powers of Criminal Court (sentencing) Act 2000.

Gives the court the power to disqualify offenders in addition to any other sentence for **ANY** offence. There must be a sufficient reason for the disqualification (*R v Cliff [2004] EWCA Crim 3139*).

What is sufficient reason will vary from case to case this will fall short of needing to prove use of a vehicle to commit or facilitate the crime. While disqualification can undoubtedly be both a punishment & a preventive measure, both aims should be achieved through the disqualification itself. Complete sec 8 of MG5 Form 611) in case papers and request a period of disqualification.

Examples :

Drug possession/supplying using car.
Shoplifter driving to supermarket
Anti social behaviour with vehicle involved
Kerb crawling

Sec 147 Powers of Criminal Court (sentencing) Act 2000.

This power may be exercised in the Crown Court where the offender is convicted of any offence punishable with at least 2 years imprisonment. No minimum or maximum period of disqualification is specified.

Where the substantive offence consists of an assault committed by driving a vehicle, the power to disqualify under s. 147 may be exercised by either the magistrates courts or the Crown Court. Where disqualification is to be under s. 147, the vehicle must have been used by the offender or an accomplice for the purpose of committing or facilitating the commission of an offence of which the offender has been convicted.

