

# Hate Crime Advocacy and Empowerment Project

Evaluation and Good Practice Guide



## Table of Contents

<b>Executive Summary .....</b>	<b>3</b>
<b>1.0 Introduction .....</b>	<b>10</b>
<b>2.0 Hate Crime in Wales: Policy and Prevalence.....</b>	<b>15</b>
<b>3.0 Demographic Characteristics of Project Beneficiaries .....</b>	<b>17</b>
<b>4.0 The Nature and Impact of Hate Crime Victimization.....</b>	<b>21</b>
4.1 The Divergent Nature of Hate Crime .....	21
4.2 The Emerging Prevalence of Discrimination in Hate Crime Discourse .....	24
4.3 The Stigmatisation of Minority Groups and the 'Brexit Effect' .....	24
4.4 The Impact of Victimization.....	26
4.5 Reporting .....	26
<b>5.0 Project Impact and Evidence of Good Practice .....</b>	<b>30</b>
5.1 The Provision of a 'One-Stop', Single Point of Contact Support Service.....	30
5.2 The Provision of Effective and Sustained Advocacy Support .....	33
5.3 The Impact of 'Community Empowerment Activities' .....	34
5.3.1 Hate Crime Champions .....	34
5.3.2 Community Forums.....	35
5.3.3 Community Outreach and Awareness-Raising.....	35
5.3.4 Action Research Projects .....	36
5.4 The Impact on Reporting Rates and Victim Satisfaction.....	38
5.5 The Contribution to Multi-Agency Partnership Working.....	40
<b>6.0 Conclusions.....</b>	<b>42</b>
<b>7.0 Recommendations .....</b>	<b>44</b>

## Executive Summary

The Hate Crime Advocacy and Empowerment Project (Advocacy Project) is led by Race Equality First (REF) and delivered in partnership with South East Wales Regional Equality Council (SEWREC). The main aim of the project is to provide a **dedicated, independent Advocacy service for victims of hate crime, which will provide a joined up, victim-centred approach and empower people to voice their own needs and take their cases forward beyond the point of reporting.**

In order to achieve this aim, the project incorporates a number of operational objectives:

1. To act as a single point of contact for victims of hate crime in South East Wales in order to support and advise on rights and options and empower them to express their needs;
2. To work with victims and criminal justice agencies to increase rates of reporting and reduce rates of case attrition through the courts across the region;
3. To enhance multi-agency partnership working around victim support and crime prevention by establishing effective referral pathways and enabling further use of a MARAC-style response to hate crime victimisation
4. To embed hate crime awareness and knowledge of supportive services in local communities through sustained engagement (hate crime forums) and the identification and training of Hate Crime Champions.
5. To increase victims' feelings of safety in their communities and society more widely, and increase confidence and satisfaction in support services and the criminal justice system (CJS).

On a general level, the Advocacy Project provides a number of services, including:

1. 'Support and Report';
2. Sustained advocacy support,
3. Community engagement and empowerment activities.

The project also undertakes work in a number of additional areas, responding to needs and situations that have emerged during the life of the project. Examples of this 'added value' work include: discrimination casework and hate crime awareness training and education for a wide range of statutory and public sector

organisations including primary and secondary schools and both further education (FE) and higher education (HE) institutions<sup>1</sup>.

At the point of publication, the Advocacy Project had worked with approximately 2000 people – either through direct support of hate crime victims and their families or through outreach work and the provision of advice and training to third party groups and organisations.

WestPoint Crime and Social Research (WestPoint Research), in partnership with Cardiff University was commissioned to carry out an evaluation of the Advocacy Project, identifying areas of impact and core strength, raising awareness of the chronic challenges experienced by victims and highlighting good practice when engaging, supporting and empowering victims of hate crime in South East Wales.

At the point of evaluation data analysis and report writing the Advocacy Project had supported **376** with their cases, directly, across ten Local Authority regions. In both REF and SEWREC regions, the majority of project beneficiaries were from a BME background (mainly Asian and Black African communities in REF's area of operation and mainly Asian and Middle Eastern communities in SEWREC's area of operation). From within both project regions, the largest number of clients had experienced a race hate crime (67% in REF and 87% in SEWREC). In the REF region, 15% of clients had experienced disability related hate crime; 7% a religiously aggravated hate incident, 8% a homophobic hate crime. In SEWREC, 13% had experienced a religiously aggravated hate crime.

### Key Findings: Hate Crime Victim Challenges and the Diversity of Need

The evaluation report identifies a number of distinct issues and challenges faced by hate crime victims and, in doing so, highlights the presence of supportive need and some gaps in service provision across the following thematic areas:

- Language and Communication
- Reporting and police response
- The emerging prevalence of **discrimination** within hate crime discourse;
- The divergent range of hate crime offenses and hate crime 'impacts' across all protected characteristic groups;
- The stigmatisation of minority groups and the 'Brexit Effect';
- The wide-ranging impact of hate crime victimisation

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<sup>1</sup> See 1.0 Introduction for more information on specialist advocacy services and 'added

## 1. Language and Communication

In light of the prevalence of race and faith hate crime amongst project beneficiaries, it is important to highlight the range of different languages spoken by project beneficiaries (see Chart 3.1 for more information):

- Of the 320 clients who responded to questions focused on language, 43% stated that English was not their first language.
- For those who stated that English was not their first language (n=139) almost half (48%) revealed they had either little English or no English at all.

These are striking statistics when viewed within the context of the nature of challenges and frustrations experienced by victims of hate crime. This evaluation reinforces existing research that highlights the **impact of language barriers** and, in particular, the constraints that serve to aggravate challenges around raising awareness of hate crime experiences, knowledge of hate crime and support services and reporting to the police. It is a fundamental issue that resonates throughout this report.

**The Advocacy Project mitigates many of the issues around language and communication through prompt and efficient access to staff members – and a wide network of volunteers – who speak a broad range of languages and dialects.**

## 2. Reporting and Police Response

The patterns and motivations for reporting – or, in many cases, non-reporting – are complex and multi-faceted and in many cases, culturally specific. As one hate crime champion commented:

*In our culture, you don't really go out for help unless you really need to. It's not the done thing; it's not honourable to be asking for help. There's a sense of weakness and there's also a shame factor... 'well why you'? The fingers will point and then there is the guilt that arises when you consider whether you [the victim] could have avoided the incident...*

The evaluation corroborated existing research that explores reasons for non-reporting by highlighting the following issues:

- Limited understanding of the term, 'hate crime';
  - *I didn't even know that what had happened to me could even be reported to the authorities.*
- A lack of confidence in any police response (often on account of a lack of witnesses or physical evidence);
  - *I just thought, 'they [police] are not going to do anything about this'.*

- *It's just the whole notion of nothing's going to happen, and in a lot of cases, nothing really does happen, or there's no CCTV. It's just a lack of trust and it's not just for myself, it's literally instilled within the community.*
- A perceived lack of cultural awareness and sensitivity on the part of the police;
- Language barriers and a lack of interpretation services,
- Fear of retaliation by the perpetrator(s).

### **3. The Emergence of Discrimination in Hate Crime Discourse**

The project data reveals that at the point of analysis the Advocacy Project had dealt with at least 15 (6%) cases that featured **some form of discrimination** – either in the workplace, an educational setting or when dealing with housing associations or other accommodation providers. Layla recalls her experience while attending a course at college:

*I started this course last year. And basically, from the group there was one individual who had negative feelings about religions. But I think it was mainly my religion that he had more problems with because he didn't seem to do that with anybody else. So basically, it was any chance he could get he was just attacking me verbally and accusing and things. So, I kept just speaking to my teacher and explaining what's been happening and all that, I found that it was really getting me down because I was just waiting for him to do something and the teacher wasn't doing anything and it just kept happening and with time it just got worse.*

### **4. The Divergent Nature of Hate Crime Victimization**

The narrative accounts provided by evaluation participants highlight the uniquely personal dimension of hate crime and contribute to insights into the divergent nature of hate crime offending, with victims recounting experiences of:

- Being spat at in the street;
- Hate-related burglary;
- Hostility and harassment;
- Serious physical assault;
- Verbal abuse in public and on public transport;
- Hate-related damage to business premises;
- Race-related or religiously-aggravated discrimination within the workplace or an education setting,
- Cyber hate crime in the form of online abuse, harassment and bullying.

## 5. The Stigmatisation of Minority Groups and the 'Brexit Effect'

Across the UK, the number of racially or religiously aggravated offences recorded by the police in July 2016 was 41% higher than in July 2015 (i.e. post-Brexit). Anecdotally, Advocacy Project clients have alerted the team to a perceived increase in hate-related activity in and around project regions following the EU Referendum result in June 2016, and case file information supports these perceptions (see 4.3). **It is important to undertake further research on the impact of national and international events (e.g. terrorist incidents and landmark political decisions and voting results) on rates of hate crime victimization.**

## 6. The Wide-ranging impact of Hate Crime Victimization

The data generated by both the Advocacy Project and the evaluation team reveals the widespread impact of hate crime victimisation – for individual victims, their families and in some cases, their businesses and livelihoods.

*I started to get flashbacks about what happened and I was scared to go outside. I don't have any family here and I became really depressed.*

*My dad is a taxi driver and he got assaulted as he was driving three people home from town. He is still quite afraid to go out at night and now drives in the daytime.*

## Key Findings: Project Impact and Evidence of Good Practice

The evaluation identifies at least five areas of project impact and core strength, which in turn serve as **evidence of good practice** when engaging, supporting and empowering hate crime victims and their families:

1. The capacity to provide a one-stop service that incorporates **access to a Single Point of Contact for victims and their families.**

The Advocacy Project incorporates a victim-led approach to practical advice and emotional support – at the point of reporting and police 'first contact, updates on case progression, at-court support and post-outcome support;

2. **The provision of effective and sustained Advocacy** for clients – those with experience of hate crime, hate incidents or discrimination.

*[The Hate Crime Advocate] came to my meeting with the Housing Association and advocated on my behalf. It made a real difference*

*having them there; housing acted differently as if they were now taking me seriously.*

3. The role of **community empowerment activities**, and in particular, the role of community forums and **Hate Crime Champions** within local communities:

*This project is doing a great job. A lot of people, not just from me, have heard either through the media or through other people that there's help for them There is a word in Bengali, 'kichu'i ne'i', which means 'there's nothing there', which in other words means 'there's no help' and I haven't heard that for a long time and for me that is priceless because I know now, not only can they get help, they are walking around with a bit more peace rather than looking over their shoulder, in certain areas.*

4. The evidenced **impact on rates of reporting** and increased levels of **victim satisfaction** with the criminal justice system and **victim confidence, particularly through the Advocacy Project's role as 'critical friend to CJS agencies and public sector organisations within housing and education.**

The Advocacy Project's data reveals that 237 out of 376 cases – over 60% – were reported to the police by the project's advocates working in South East Wales following initial contact with clients and the provision of emotional support and practical advice on rights and options for next steps.

The impact of the Advocacy Project on reporting rates across its client base and the evidence of client satisfaction with case outcomes demonstrates the vital role that dedicated hate crime advocacy services can have in the role of 'critical friend' to key partner agencies by:

- Breaking down barriers between police and local communities by mitigating victims' feelings of frustration with statutory responses to hate crime victimisation,
  - Increasing rates of reporting – to either the police or third party organisations and prosecution and conviction rates.
5. The proven ability to **enhance multi-agency partnership working** in relation to hate crime support, hate crime prevention and reduction to repeat victimisation.



It is important to embed hate crime advocacy services in local community cohesion strategies to facilitate involvement in formal, multi-agency responses to hate victimisation such as that exemplified by the implementation of Hate Crime MARACs in Wales.

Hate crime victimisation is a uniquely personal experience and it requires a comprehensive, cohesive but – above all – **individualised and victim-led supportive response**. The design and delivery of one stop, single point of contact advocacy services such as those characterised by the Hate Crime Advocacy and Empowerment Project is vital for victims and families in order to enhance feelings of safety, confidence and satisfaction that their experiences are taken seriously and require a thorough response and constructive outcome.

A number of recommendations highlight the need to:

1. **Provide sustained investment in Advocacy Services** for hate crime victims in order to implement a victim-led, one-stop support service that incorporate a single point of contact for victims and their families
2. Acknowledge the complex and multi-faceted nature of hate crime and, in particular, **the prevalence of ‘discrimination’** – within the workplace and educational settings.
3. Continue the Advocacy Project’s successful efforts to **raise awareness of hate crime and victim’s rights**, particularly within more isolated, often ‘invisible’ groups such as refugee and asylum-seeking communities.
4. Consolidate the work being done to **enhance knowledge of hate crime reporting options** for victims (and witnesses) **and** formalise the role of advocacy support services as ‘critical friends’ to CJS agencies and public sector organisations in order to **increase the confidence of victims** (and witnesses) to report hate crime and victim satisfaction with police response and any subsequent case progression.
5. **Respect and promote equality and cultural diversity** and that chronic issues such as challenges around **language and interpretation support** are mitigated within the framework of hate crime advocacy service delivery.
6. Ensure concerted effort is devoted to establishing and maintaining **multi-agency partnership networks** for effective victim support, referral and protection.
7. Ensure there are **robust monitoring systems** in place to ensure that statutory and public sector organisations and departments are **in compliance with hate crime policies and procedures**.

## 1.0 Introduction

### 1.1 The Hate Crime Advocacy and Empowerment Project

The Hate Crime Advocacy and Empowerment Project (Advocacy Project) is led by Race Equality First (REF) and delivered in partnership with South East Wales Regional Equality Council (SEWREC). Race Equality First is now the only Race Equality Council in Wales with the specific remit to address racial equality and it is one of the four remaining Race Equality Councils in the UK. It provides practical support, advice and Advocacy services for people who face discrimination, harassment, hate crime and disadvantage. The organisation's objectives are currently delivered through a number of services including discrimination casework; community-based consultations; human resource assistance and training on issues such as cultural awareness in community engagement, hate crime awareness and anti-discrimination workshops for schools. REF also leads a number of funded, partnership projects such as the Minority Ethnic Elder Advocacy (MEEA) Project. In 2013, REF completed the All Wales Hate Crime Project in partnership with Cardiff University and the research generated through the project had significant policy impact, contributing to the evidence base for the Welsh Government's *Framework for Action on Tackling Hate Crime* (2014).

The Advocacy Project framework and delivery model is informed, in part, by findings from the All Wales Hate Crime Project (2013), which identified the need for a dedicated, independent, 'one-stop' advocacy service to provide victims with the opportunity to raise awareness of their victimisation and secure support for themselves and their families. The project runs for three years (August 2014 – August 2017) and works with victims of hate crime across all protected characteristic groups:

- Disability;
- Race;<sup>2</sup>
- Religion;
- Sexual Orientation,
- Transgender.

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<sup>2</sup> This category includes a focus on Economic migrants; Gypsies and Travellers; Muslim women and other victims of 'Islamophobia' and Refugees and Asylum Seekers.

## **Project Aims and Objectives**

The main aim of the project is to provide a **dedicated, independent Advocacy service for victims of hate crime which will provide a joined up, victim-centred approach and empower people to voice their own needs and take their cases forward beyond the point of reporting.** In order to achieve this aim, the project incorporates a number of operational objectives:

1. To act as a single point of contact for victims of hate crime in South East Wales – to support and advise on rights and options and empower them to express their needs;
2. To work with victims and criminal justice agencies to increase rates of reporting and reduce rates of case attrition through the courts across the region;
3. To enhance multi-agency partnership working around victim support and crime prevention by establishing effective referral pathways and enabling further use of a MARAC-style response to hate crime victimisation
4. To embed hate crime awareness and knowledge of supportive services in local communities through sustained engagement (hate crime forums) and the identification and training of Hate Crime Champions.
5. To increase victims' feelings of safety in their communities and society more widely, and increase confidence and satisfaction in support services and the criminal justice system (CJS).

The Advocacy Project currently employs three members of staff – the Project Coordinator based in Cardiff and two Hate Crime Advocates based in Cardiff and Newport. All three staff members operate as case workers and they are pivotal to the success of the project and their work ethic reflects the ethos of the project – to provide effective, multifaceted and sustained advocacy support for their clients. Each caseworker undertakes project outreach, engagement and empowerment activities and case advocacy work, simultaneously. **The impact of their work on project beneficiaries, their families and communities as a whole is evidenced in Section 5.0 – Project Impact and Good Practice.**

## **Referral Pathways**

There are a number of referral pathways into the project:

1. Project outreach through meeting attendance and workshops;
2. Self referral or peer<sup>3</sup> referral (often through **Hate Crime Champions** who provide vital links within communities),
3. Statutory Agency or Third Sector Referral.

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<sup>3</sup> Peer referrals often come in via family members or witnesses of hate crime and incidents.

There are a number of agencies who refer clients into the project on a regular basis. These include the police; Local Authorities; County Councils; Housing Associations and third sector organisations such as Victim Support, Barnados, Stonewall Cymru and REF's LGBT Asylum Seeker Support Group.

On a general level, the Advocacy Project provides a number of services, including:

1. 'Support and Report' – providing emotional support, knowledge about the definition of hate crime, raising awareness of rights and options and reporting crimes and incidents on behalf of victims (if appropriate and requested by the victim);
2. Sustained advocacy support – representing clients and acting as a 'critical friend' to both statutory agencies (for example, the police) and public sector organisations (e.g. housing associations and educational institutions),
3. Community engagement and empowerment activities that include:
  - facilitating community forums;
  - maintaining an Interfaith Network;
  - identifying, recruiting and training community Hate Crime Champions,
  - delivering hate crime awareness sessions to BME community groups and those that work with people with a disability or additional needs and children excluded from school.

The project also undertakes work in a number of additional areas, responding to needs and situations that have emerged during the life of the project. Examples of this 'added value' work includes:

1. Discrimination Casework – often viewed as the 'civil' arm of hate crime under the Equality Act 2010.
2. Inter-faith Forum and Drop-In Advice Centres for LGB and T communities, people who experience a disability-related hate crime and victims of hate crime within the late night economy (NTE) including taxi drivers.
3. Delivery of an accredited module on Understanding Hate Crime. The module can also be completed as an Agored Cymru Level 2 course.
4. Hate crime awareness-raising and training within primary and secondary schools and both further education (FE) and higher education (HE) institutions.

At the point of publication, the Advocacy Project had worked with over 2000 people – either through direct support of hate crime victims and their families or

through outreach and the provision of advice and training to third party groups and organisations.

## 1.2 The Project Evaluation and Good Practice Guide

WestPoint Crime and Social Research (WestPoint Research), in partnership with Cardiff University was commissioned to carry out an evaluation of the Advocacy Project and highlight good practice when engaging, supporting and empowering victims of hate crime in South East Wales. The overarching aims of the evaluation are:

- To document the nature of advocacy work undertaken by the project and generate evidence of its impact on clients, families and communities;
- To document the nature and impact of hate crime on victims, their families and, in some cases, the wider community;
- To raise awareness of some of the challenges experienced by victims, and in doing so, identify gaps in both statutory and public sector service provision;
- To illustrate examples of good practice when engaging, supporting and empowering victims of hate crime in order to contribute to the design and delivery of continued advocacy services for hate crime victims,
- To put forward recommendations for the consideration of commissioners, policy makers and practitioners working in hate crime support and prevention.

The evaluation incorporates a mixed method approach to data generation, analysis and the presentation of findings through the collation of primary data (generated by the evaluation team) and secondary data (generated by the project team).

The findings in the report are informed by quantitative and qualitative data generated by the project during the course of its operation and qualitative research undertaken by the evaluation team during the final year of the project. The Advocacy Project generated quantitative data via the inputting of information on clients into an excel dataset and at the point of quantitative analysis, this dataset included data on 376 project beneficiaries.

The Project team also collated qualitative data during the course of operation in the form of action research work, case studies and feedback forms. In addition, the evaluation team generated independent qualitative data by means of:

- i. One to one interviews that were carried out by the evaluation team either in person or over the telephone,
- ii. Focus groups in each of the two project regions.

In total, 48 project participants took part in the evaluation process across all of the protected characteristic groups and the qualitative data serves to corroborate some of the statistical findings and provides nuanced, narrative accounts of the complexity of hate crime victimisation, the positive impact of the project and the overwhelming need for effective and sustained advocacy support services such as those provided by the Advocacy Project.

## 2.0 Hate Crime in Wales: Policy and Prevalence

### 2.1 Hate Crime Policy in Wales

The Tackling Hate Crimes and Incidents: A Framework for Action was launched in May 2014 and aims to address crimes and incidents in respect of the protected characteristics under the Equality Act 2010. The Framework for Action draws on evidence generated by the All Wales Hate Crime Research Report, 'Time for Justice', which emanated from a project led by Race Equality First in partnership with Cardiff University (Williams and Tregidga) and Welsh Government-commissioned research carried out by Cardiff University in 'Who Commits Hate Crimes and Why They Do It' in 2013.

The Framework for Action also seeks to address emerging areas of hate crime such as cyber hate and bullying (in partnership with Cardiff University), far right hate extremism, crimes against older people (in partnership with Age Cymru) and mate crime<sup>4</sup>. The framework policy focuses on three main objective areas:

1. Prevention of hate crime and incidents;
2. Supporting victims,
3. Improving the multi-agency response to hate crime victimisation.

The Framework for Action is currently operating under its third delivery plan (2016 – 2017), and produces progress reports on an annual basis<sup>5</sup>.

### 2.2. The Prevalence and Nature of Hate Crime in Wales

In October 2016, the Home Office published findings from the Crime Survey for England and Wales (2015/2016). In this period, there were 62,518 hate crimes recorded by the police in England and Wales, of which:

- 49,419 (79%) were race hate crimes;
- 7,194 (12%) were homophobic hate crimes;
- 4,400 (7%) were faith hate crime;
- 3,629 (6%) were disability-related hate crimes, and

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<sup>4</sup> Mate crime is defined as befriending people, who are perceived by perpetrators to be vulnerable, for the purpose of taking advantage of them, exploiting them or abusing them in some way.

<sup>5</sup> The most recent Progress Report can be found at:

<http://gov.wales/docs/dsjlg/publications/equality/160714-progress-report-2015-16-en.pdf>

- 858 (1%) were transgender hate crimes.

These statistics represent a 19% increase compared with the 52,465 hate crimes recorded in 2014/2015. During the data-gathering period in 2015 – 2016, there were 2,259 hate crimes recorded across the four Welsh Police Force Areas and this represents a 20% increase in recorded hate crimes across Wales from the previous year. The considerable percentage increase is attributed to a number of developments, including:

- Greater awareness of what constitutes a hate crime or hate-related incident;
- Greater accuracy and consistency in recording,
- Increased confidence to report to police.

However, it is widely acknowledged that hate crime remains one of the most under-reported crimes for a range of reasons, including:

- Fear of retaliation (especially if the perpetrator is known to the victim);
- Embarrassment;
- Belief that an incident would not be taken seriously by the police,
- Uncertainty with regards who to contact in the first instance.

Findings from the All Wales Hate Crime Research Report reveals a number of factors that victims take into account when deciding to report a hate crime or incident to the police or third party organisation. These are:

- Whether the offender is known to the victim;
- Whether the incident is an isolated event or part of an on-going experience;
- The severity of the incident,
- The presence of tangible proof that the incident took place.

The data collection period for the Crime Survey in England and Wales is **1 April 2015 to 31 March 2016**. Therefore, the number of offences will not be affected by any increase in hate crime following the EU Referendum on 23 June 2016. However, there was a sharp increase in the level of recorded hate crime on the grounds of race and religion following the EU Referendum. **Across the UK, the number of racially or religiously aggravated offences recorded by the police in July 2016 was 41% higher than in July 2015<sup>6</sup>.**

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<sup>6</sup> See 4.3 for narrative accounts of the perceived impact of 'Brexit'.



### 3.0 Demographic Characteristics of Project Beneficiaries

Age			Gender		
	N	%		N	%
17 and Under	51	14	Male	169	45
18 – 25	32	6	Female	200	53
26 – 35	69	18	Not stated	7	2
36 – 50	147	39			
51 – 64	36	10	<b>Disability</b>		
65+	8	2		<b>N</b>	<b>%</b>
Not stated	33	9	Yes	77	21
			No	282	75
			Not stated	17	4
<b>Ethnicity</b>			<b>Religion/Belief</b>		
	N	%		N	%
Asian	102	27	Christian	50	13
Black African	64	17	Muslim	127	34
Black Caribbean	8	2	Other	37	10
European <sup>7</sup>	26	7	None	135	36
Middle Eastern	29	8	Not stated	27	7
Mixed Race	22	6			
White British	114	30			
Other <sup>8</sup>	8	2			
Not stated	3	1			
<b>First Language<sup>9</sup></b>			<b>Hate Crime Category</b>		
	N	%		N	%
Arabic	24	6	Disability	47	13
Bengali	23	6	Faith	26	7
English	181	48	Homophobic	<b>26</b>	<b>7</b>
Hindi	5	1	Race <sup>10</sup>	243	65
Polish	7	2	Transphobic	9	2
Punjabi	13	4	Not Stated	25	7
Somali	13	4			

<sup>7</sup> This includes Eastern European countries.

<sup>8</sup> Other ethnicities include: Colombian; Romanian and White African (Zimbabwe)

<sup>9</sup> Of those who stated that English was not their first language (n=139), 30% said they were fluent in English; 20% said they had 'good' English, 42% said they had 'little' English and 6% stated they had no English at all.

<sup>10</sup> Of the hate crimes identified as race-related, 29 were highlighted as Islamophobia and two were referred to in relation to religiously aggravated hate crime.

			Sexual Orientation		
Urdu	11	3		N	%
Other <sup>11</sup>	43	11			
Not stated	56	15	Bisexual	3	1
			Gay	24	6
			Heterosexual	291	77
			Other	5	2
			Not stated	53	14

Table 3.1: Demographic Characteristics of Project Beneficiaries

In total, the Advocacy Project had engaged with **376** clients at the time of writing this report with 85% (n=325) supported by REF and 15% supported through SEWREC.<sup>12</sup> Chart 3.2 shows the distribution of project beneficiaries across the Local Authorities within the remit of the Advocacy Project.

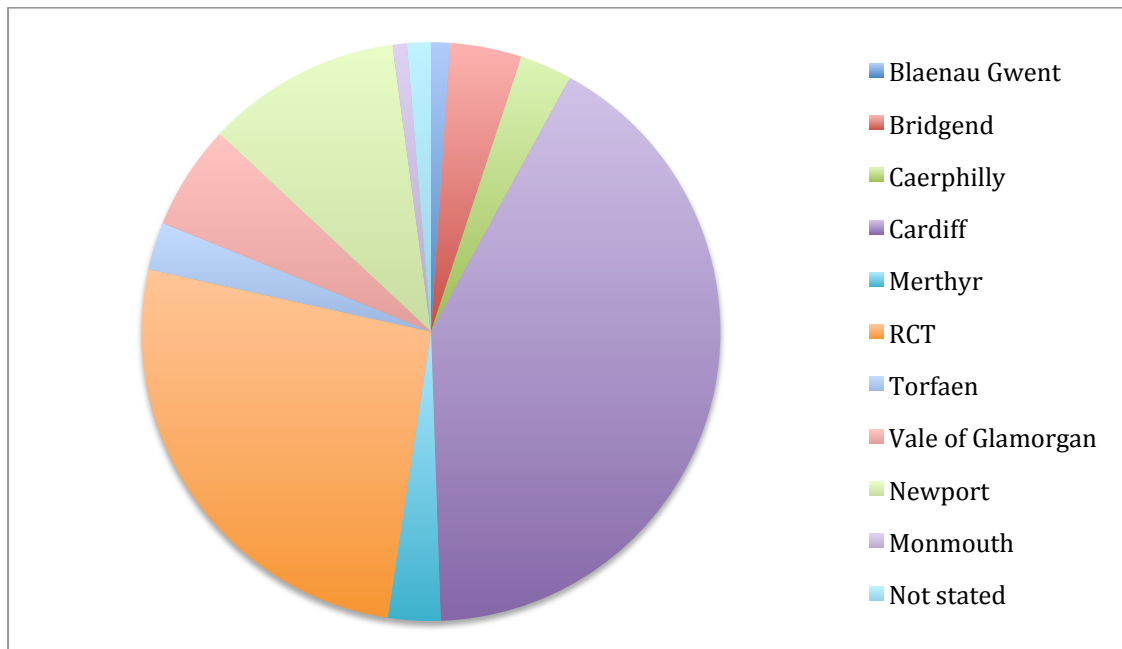


Chart 3.2: Distribution of Advocacy Project beneficiaries across the Local Authorities

Chart 3.2 shows that over half of project beneficiaries resided in the Cardiff and RCT regions (42% and 26%, respectively) and 11% lived in the Newport area. This is unsurprising given the population sizes in each of these regions and it is important to note representation across 10 Local Authorities, which illustrates the ‘reach’ of the project into the more rural areas of South East Wales.

<sup>11</sup> Other Languages include: Afar; Czech; French; Farsi; Hausa; Kurdish; Igbo; Iranian; Ndebele; Portuguese; Pashtu; Romanian; Thai; Turkish, Yoruba and Welsh.

<sup>12</sup> It is important to note that REF’s client total reflects the clients initially supported by VALREC and then transferred to REF when VALREC’s involvement in the project ended in 2015.

Charts 3.3 and 3.4 show the distribution of clients across the two project regions according to ethnicity and hate crime category.

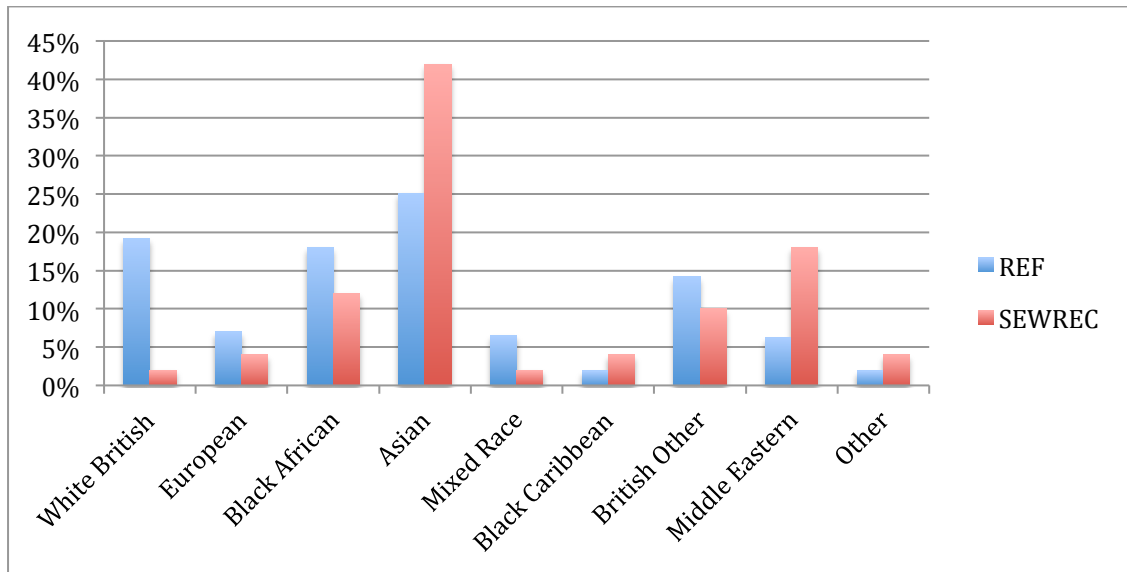


Chart 3.3: Ethnicity of Beneficiaries within each Project Region (n=373)

In the REF region, the majority of clients were from a BME background (with the majority of clients coming from Asian and Black African communities) and almost 20% identified themselves as White British. In the SEWREC region, the overwhelming majority of clients were from a BME background with the majority coming from Asian and Middle Eastern communities).

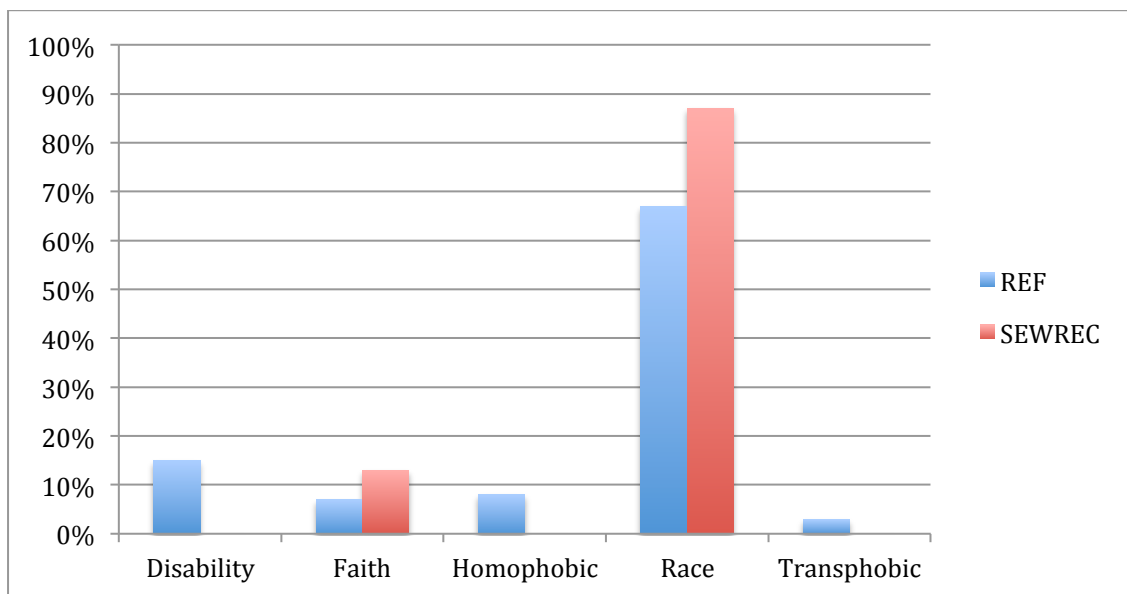


Chart 3.4: The Hate Crime Categories within Each Region (n=351)

From within both project regions, the largest number of clients had experienced a race hate crime (67% in REF and 87% in SEWREC). Across the two regions,

twenty-nine of the race-related incidents, referred to Islamaphobia, explicitly, two referenced a religious aspect to the incident<sup>13</sup> and one highlighted victimisation on the basis of the victim's gypsy or traveller identity. In the REF region, 15% of clients had experienced disability related hate crime; 7% a religiously aggravated hate incident, 8% a homophobic hate crime. In SEWREC, 13% had experienced a religiously aggravated hate crime.

In light of the prevalence of race and faith hate crime amongst project beneficiaries, it is important to highlight the range of different languages spoken by project beneficiaries. Of the 320 project clients who responded to questions focused on language, 43% stated that English was not their first language. Indeed, of those who stated that English was not their first language (n=139) almost half (48%) revealed they had either little English or no English at all. These are striking statistics when viewed within the context of the nature of challenges and frustrations experienced by victims of hate crime. This evaluation reinforces existing research that highlights the **impact of language barriers** and, in particular, the constraints that serve to exacerbate challenges around raising awareness of hate crime experiences, knowledge of hate crime and support services and reporting<sup>14</sup> to the police. It is a fundamental issue that permeates many of the findings presented throughout this report.

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<sup>13</sup> Often, victims will conflate race and religion when they discuss their hate crime victimisation, because they are often unsure which aspect of their identity a perpetrator focused on. This is often the case with female victims of Islamaphobia who highlight the role of their visual identity (i.e. cultural 'dress') and the assumptions perpetrators make regarding race and religion.

<sup>14</sup> This includes lack of awareness of reporting options and negative encounters with the police at the point of initial contact as a result of challenges around language and interpretation.

## 4.0 The Nature and Impact of Hate Crime Victimization

The findings from both the quantitative project data and the qualitative evaluation data reveal hate crime victimisation to be incredibly complex – both in terms of its nature and the wide-ranging impact it has on victims, their families and, in some cases, their livelihoods and communities, as a whole. This chapter focuses on FIVE key areas:

- The divergent nature of hate crime;
- The emerging prevalence of **discrimination** within hate crime discourse;
- The stigmatisation of minority groups and the ‘Brexit Effect’;
- The wide-ranging impact of hate crime victimisation
- Reporting and police response

The findings highlight the divergent nature of hate crime and its profound impact on victims and, in doing so, also **demonstrates the need for formal, one-stop advocacy services** such as the Advocacy Project in order to support victims, raise awareness of rights and reporting options and provide sustained support during the CJS process and when interacting with third party, public sector organisations such as Housing Associations and educational institutions.

### 4.1 The Divergent Nature of Hate Crime

Chart 4.1 shows the categories of hate crimes experienced by project beneficiaries and Chart 4.2 shows the range of offenses perpetrated as hate crimes across the project population.

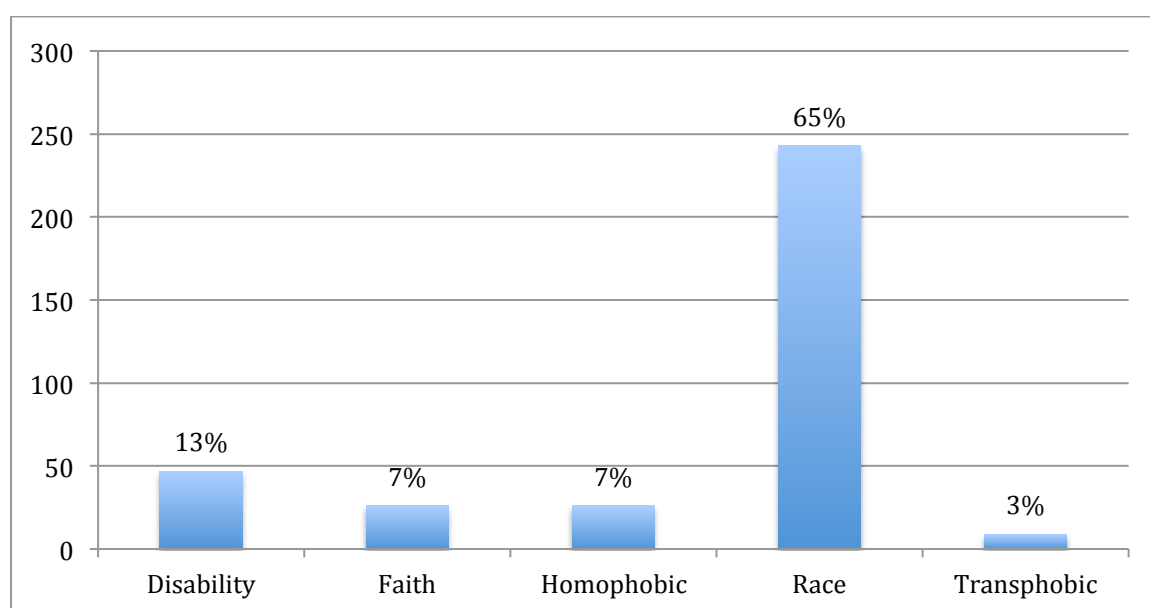


Chart 4.1: Breakdown of Hate Crime Categories (n= 351)

Chart 4.1 shows that the vast majority (65%) of Advocacy Project beneficiaries had experienced a race hate crime. However, it is important to note the number of disability-related hate crime (47/13%) and the relatively high number of transphobic hate crimes (n=9), particularly given the low levels of reporting in relation to this type of crime.

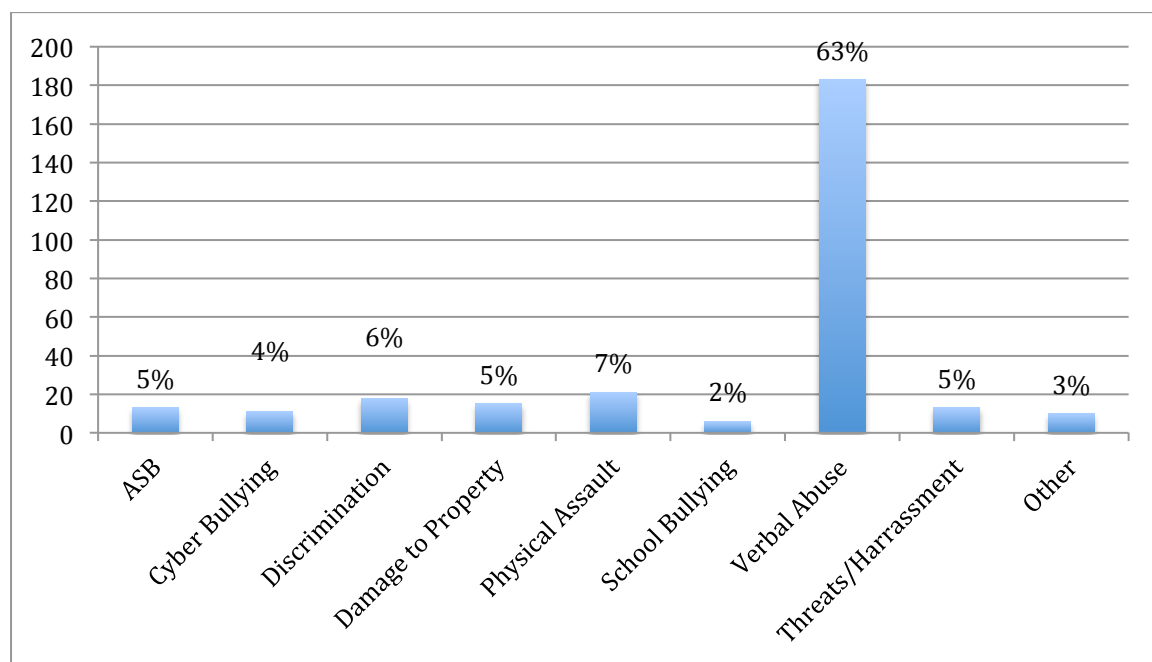


Chart 4.2: The range of offences perpetrated as hate crime (n=290)

Chart 4.2 shows the overwhelming majority of hate crime incidents included some form of verbal abuse. However, it is also interesting to note the perpetration of cyber bullying and school bullying. Moreover, the Advocacy Project has dealt with a considerable number of cases involving some form of discrimination (see 4.2).

Chart 4.3 shows the range of offences perpetrated within each hate crime category and it is interesting to note that, notwithstanding a few exceptions, all offence categories are represented within each protected characteristic group, which demonstrates the divergent nature of hate crime perpetration.

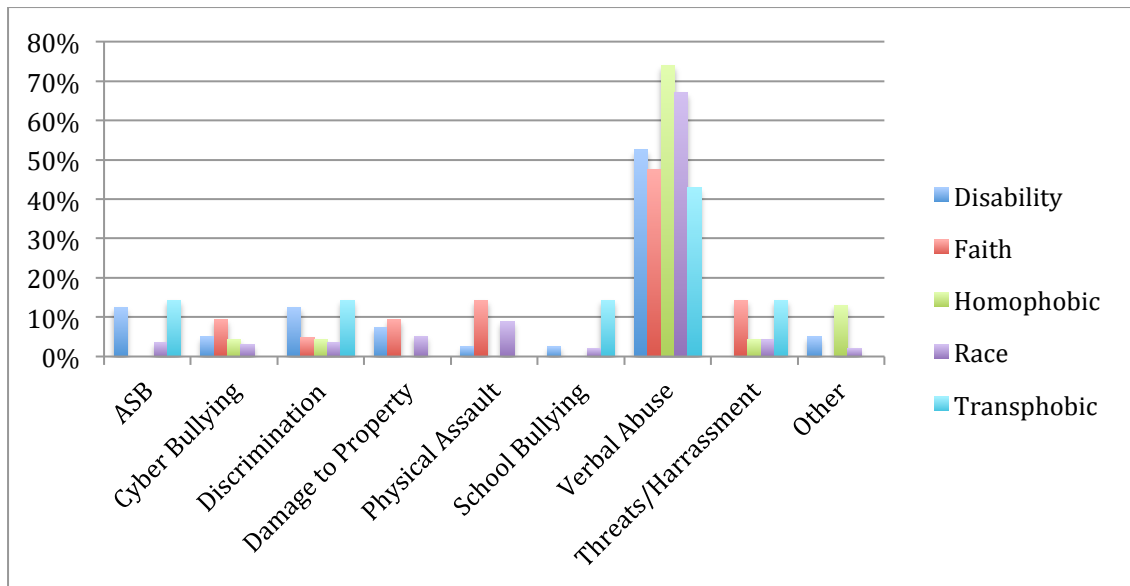


Chart 4.1: The Type of Offence perpetrated within Each Hate Crime Category

The narrative accounts provided by evaluation participants contribute to insights into the divergent nature of hate crime, with victims recounting experiences of:

- Being spat at in the street
- Hate-related burglary
- Hostility and harassment
- Serious physical assault
- Verbal abuse in public and on public transport
- Hate-related damage to business premises
- Race-related or religiously-aggravated discrimination within the workplace or an education setting
- Cyber hate crime in the form of online abuse, harassment and bullying.

A number of participants articulate the complex nature of hate crime by revealing both the **subtle** and **explicit, confrontational characteristics** of hate crimes and incident:

*In many cases hate crime doesn't just happen all of a sudden as a physical assault. Often it is subtle and comes in the form of verbal abuse.*

A number of participants revealed they had been victimised on public transport – buses, in particular.

*A lot of the time it's on buses, they have cameras on buses, they have CCTV or cameras. You go and try and report and they'll say we don't have CCTV for it, or there is no audio for it. And you don't know what to do there and then.*

## 4.2 The Emerging Prevalence of Discrimination in Hate Crime Discourse

The project data reveals that at the point of analysis the Advocacy Project had dealt with at least 15 (6%) cases that featured **some form of discrimination** – either in the workplace, an educational setting or when dealing with public sector organisations such as Housing Associations. The Advocacy Project team indicate that they are dealing increasingly with cases of discrimination – often seen as the civil arm of hate crime under the Equality Act 2010 – and frequently refer clients to colleagues who can provide specialist support in this area.

Layla and Miriam\* recall their experiences, below:

*It happened at college. On one of our first days the tutors said, 'we just want to know if any of you girls in the headscarves' that's what she said, 'if you had forced marriage or anything like that'. On the first day, I should have said something there and then but I thought 'you know what, this might just probably blow out'. But really, I just thought, do you know what, if they are like this, I am never going to get anywhere. If the so-called role models are coming up with really dodgy things like that... The college was really defensive and I ended up leaving because it was too shocking for me.*

*I started this course last year. And basically, from the group there was one individual who had negative feelings about religions. But I think it was mainly my religion that he had more problems with because he didn't seem to do that with anybody else. So basically, it was any chance he could get he was just attacking me verbally and accusing and things. So, I kept just speaking to my teacher and explaining what's been happening and all that, I found that it was really getting me down because I was just waiting for him to do something and the teacher wasn't doing anything and it just kept happening and with time it just got worse.*

## 4.3 The Stigmatisation of Minority Groups and the 'Brexit Effect'

Previous research highlights the stigmatisation and the negative portrayal of minority groups, especially within the British tabloid media and its potential impact on hate crime perpetration<sup>15</sup>. Moreover, there is a growing body of work that investigates the relationship between terrorist events and political decisions

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<sup>15</sup> AWHC (2013); Richardson (2013); Tell Mama (2014).



(e.g. the EU Referendum in 2016) and a 'spike' in hate-related offences often perpetrated via social media platforms such as Twitter<sup>16</sup>.

Across the UK, the number of racially or religiously aggravated offences recorded by the police in July 2016 was 41% higher than in July 2015 (i.e. post-Brexit). Anecdotally, Advocacy Project clients have alerted the team to a perceived increase in hate-related activity in and around project regions following the EU Referendum result in June 2016. The following case study – generated from an interview with an evaluation participant – highlights the potential for shifts in the political landscape to motivate hostility within communities.

### **Case Study: The Brexit Effect**

Tomek\* is a 48-year old man, living with his daughter in the Valleys region of South East Wales and struggling with ill health. He has lived at his current address for the past seven years without any problems.

Since the EU referendum, Tomek says there has been a sudden increase in the level and frequency of verbal abuse directed towards himself and his family. One of his **neighbours**, who has always been sociable, has suddenly become hostile and is constantly hurling verbal abuse at him, such as "**go back home**". He also recalls instances of damage to his car and has had objects thrown at his garden. When out shopping, Tomek claims he often receives **hostile glances and verbal abuse** because he sometimes speaks Polish to his daughter in order to 'connect with his Polish origins'.

Tomek has reported some of these incidents to the police but so far there have not been any arrests. He would like to move out to a new place if possible. He has informed housing authorities & they have agreed to **prioritise** his request. The Advocacy Project has worked with Tomek, providing reassurance and reporting advice and continuing to advocate on his behalf acting as liaison between their client and both the police and housing authorities in order to secure CCTV in the immediate term and alternative housing elsewhere in order to protect the family from further incidents.

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<sup>16</sup> Williams *et al* (2016; 2015).

#### 4.4 The Impact of Victimisation

The casework carried out by the Advocacy Project reveals the widespread impact of hate crime victimisation – for individual victims, their families and in some cases, whole communities. One evaluation participant, an asylum seeker living in Cardiff reveals how she was affected, emotionally by her hate crime experience:

*I started to get flashbacks about what happened and I was scared to go outside. I don't have any family here and I became really depressed.*

Furthermore, data generated by both the Advocacy Project and the evaluation team reveals the impact of hate crime on victims' businesses and livelihoods. The evaluation team carried out a number of interviews with project clients who have experienced victimisation within the Night-time Economy (NTE). Due to language constraints, Abid's family spoke on his behalf:

*My dad is a taxi driver and he got assaulted as he was driving three people home from town. He is still quite afraid to go out at night and now drives in the daytime. [The Advocacy Project] has been really good; they told us everything to do [sic] and supported us throughout the whole process.*

The evaluation team also spoke with members of an Asian family business in the Newport region who suffered sustained victimisation by a group of young white men over a period of months in 2015. They endured physical assaults, threats and harassment, damage to their business premises and a burglary that they were confident was hate-related but the investigation by police was perceived by the family to be limited. One family member recounts the family's experience:

*We reported to the police but they didn't really do anything. They told us to ignore things. We felt as if we were the criminals, felt as if we had done something wrong. In the end we had to close for 18 months. I suffered from depression and my daughters felt too scared to go out. It has made us change how we do things, where we put our car and when we go out the house. We have just re-opened and [Hate Crime Advocate] is helping us a lot. She has arranged meetings with the police and the council and keeps in touch with us.*

## 4.5 Reporting

It is widely recognised that hate crime reporting – to either the police or a third party organisation – is low across England and Wales.<sup>17</sup> In much the same way that the nature of hate crime is wide-ranging, the patterns and motivations for reporting – or, in many cases, non-reporting – are complex and often underpinned by cultural considerations. This evaluation identifies a number of reasons for non-reporting to the police, including:

- Limited understanding of the term, 'hate crime';
- A lack of confidence in any police response;
- A perception that police will not investigate (often on account of a lack of witnesses or physical evidence);
- A perceived lack of cultural awareness and sensitivity on the part of the police;
- Language barriers and a lack of interpretation services,
- Fear of retaliation by the perpetrator(s).

Interviews with project beneficiaries reveal inconsistent recording practices with a number of victims revealing that they were told an incident cannot be recorded as a crime without evidence:

*We were told that unless you have visual proof or, there's physical evidence of the thing then it is an incident, it cannot be a crime.*

This evaluation reveals that the reasons for not reporting are complex and, in many cases, culturally-specific as highlighted in the following observation:

*In our culture, you don't really go out for help unless you really need to. It's not the done thing; it's not honourable to be asking for help. There is a **sense of weakness** that comes from the fact that you've been targeted. And there's also a **shame** factor... 'well why you'? The fingers will point and then there is the **guilt** that arises when you consider whether you [the victim] could have avoided the incident, or that perhaps you've looked at somebody and you shouldn't, or you've said something you shouldn't or you've done something that you should not have done...*

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<sup>17</sup> Unfortunately, it is not possible to ascertain the number of victims that reported their experiences to the police prior to contact with the Advocacy Project. However, the Advocacy project team suggest up to one third of victims may have had some form of contact with police (reporting or otherwise) in connection with the hate crime case prior to support from the Advocacy Project.

These types of observation support previous pieces of research that highlight both motivations for reporting and non-reporting decisions, including findings that report victims from certain faith groups (such as Muslims and Hindus) are less likely to tell the police, particularly if they believe incidents are based on prejudice or hostility towards their religion.<sup>18</sup>

It is important to note that motivations for not reporting hate crime and incidents are diverse and often specific to individual ethnic groups. The following observations – made by a representative from a partner project – highlight the experiences of asylum seekers:

*A lot of the asylum seekers who come, most of them come via Calais, and they've all had extremely bad experiences with police in Calais. So, when they come here they feel that it's more of a continuation of the same – the same white person, very similar uniforms. And there are no translators and no way to communicate, "I have a problem". So, a lot of them also fear the police rather than feel the police will make them safe. So, they think, "it's better I stay away from this person."*

It is widely recognised that there is a **lack of confidence in the police response to hate crime victimisation** – at the point of reporting and recording and during case progression through the Criminal Justice System (CJS). Miriam\* recalls her experiences at the point of first contact with the police:

*I thought I did report it to the police previously but what happened when I called the police department and I told them that I wanted to speak to the hate crime officer, was that they actually put me through to the [sic] victim support. . When [hate crime advocate] called the police to check they said, 'no it's never been reported', and then the police said, 'this is not hate crime, this is hate incident'. So, they brought it down from hate crime to hate incident. And then that means there's nothing I could do. Nothing happening. So, it's all very frustrating for me.*

In many cases such perceptions are motivated by previous experience of police contact or perpetuated by general suspicion within communities.

*It's just the whole notion of nothing's going to happen, and in a lot of cases it doesn't happen...there's no CCTV, it's just a lack of trust and it's not just for myself, it's literally instilled within the community.*

A number of evaluation participants – who had reported incidents to the police prior to project support – expressed frustration with the interactions they had

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<sup>18</sup> All Wales Hate Crime Project (2013)

with the police and especially at the point of 'first contact' and during the course of investigation, with many victims critical of the extent to which they were kept up to date with case progress through the CJS.

Nevertheless, there are a minority of evaluation participants who will continue to report incidents to the police and third party organisations such as the Hate Crime Empowerment Project.

*I'd still do it [report], though. Even if there was a lack of evidence I would still try and push it forward, not looking at the outcome, so to speak, at that particular moment, it's just I need to not let this person get away with it is the first mentality.'*

This is often because victims feel strongly that hate crime must not be tolerated and that perpetrators should not get away with their actions. However, in many cases, victims – particularly those who experience repeat incidents – gain confidence from the sustained support they receive from services such as the Advocacy Project.

Moreover, this evaluation reveals that rates of reporting increase following advice and advocacy support. The data collated by the project team shows that project caseworkers reported incidents of hate crime and associated incidents to the police in 237 (60%) of the cases they supported. The same data identifies some form of criminal justice activity, subsequently – either initial police contact with the victim, on-going investigation or progression through the criminal justice system (CJS). **There is no causal link between project intervention and enhanced police contact and criminal justice activity. However, it is not unreasonable to suggest that the project's supportive intervention has a role to play in increased reporting rates, victim satisfaction and the progression of hate crime cases through the courts.**

## 5.0 Project Impact and Evidence of Good Practice

This chapter highlights the impact of the Advocacy Project on its clients, and illustrates key examples of good practice when engaging, supporting and advocating on behalf of vulnerable hate crime victims in South East Wales. **The chapter focuses on FIVE areas of project impact and core strength:**

- The capacity to provide a one-stop service that incorporates **access to a Single Point of Contact for victims and their families**; comprehensive criminal justice advice and support – at the point of reporting and police ‘first contact’, updates on case progression, at-court support and post-outcome support;
- **The provision of effective and sustained advocacy** for clients – those with experience of hate crime, hate incidents or discrimination;
- The role of **community empowerment activities**, and in particular, the role of community forums and **Hate Crime Champions** within local communities;
- The evidenced **impact on rates of reporting** and increased levels of **victim satisfaction** with the criminal justice system and **victim confidence, particularly through the Advocacy Project’s role as ‘critical friend to CJS agencies and public sector organisations within housing and education,**
- The proven ability to **enhance multi-agency partnership working** in relation to hate crime support, hate crime prevention and reductions to repeat victimisation,

### 5.1 The Provision of a ‘One-Stop’, Single Point of Contact Support Service

The support provided by the Project Coordinator and Advocates across the two project sites is comprehensive and tailored to the needs of each individual client. Moreover, the project recognises and absorbs the rippling effect of hate crime victimisation and their work inevitably extends beyond the immediate victim and into family support work. Crucially, the Advocacy Project acts as a single point of contact for victims and families, providing end-to-end support and advocacy from the point of victimisation through reporting, investigation and court processes, if required.

Each Hate Crime Advocate provides emotional reassurance, practical advice and knowledge; acts as a liaison between victims and criminal justice agencies (and associated organisations), and takes on responsibility for keeping clients

updated on case progression. Hate Crime Advocates will accompany victims through the CJS process and, and where required, will provide language support. This type of comprehensive and cohesive service provides invaluable support for victims and witnesses of hate crime in Wales and – as evaluation participant observations will attest – increases victim confidence and satisfaction and contributes to a reduction in attrition rates of hate crime cases going through the CJS.

The quantitative data collated by the project team shows that support falls into a number of categories:

- Emotional support and practical advice on hate crime definitions, victims rights and responsibilities;
- Advice on reporting and active reporting on behalf of victims, if appropriate and requested;
- Onward referral and signposting for associated support (e.g. with housing, support with mental health issues);
- Sustained advocacy work on behalf of clients and support with discrimination cases – often viewed as the ‘civil arm’ of hate crime through the Equality Act 2010.

However, the qualitative data generated by evaluation interviews and focus groups provide a nuanced account of the myriad ways in which the Advocacy Project supports and empowers its clients and indicates that **support is not linear and often defies discrete categorisation.**

The most common service provided by the project is what the evaluation team has termed, ‘**Support and Report**’, whereby project caseworkers will provide emotional reassurance, enhance awareness of hate crime definitions (i.e. distinctions between hate crime, incident and discrimination) and raise awareness of each client’s rights, avenues for ongoing support and reporting options. Then, caseworkers – following client consultation – will report the hate crime victimisation to the police (if appropriate and requested). The following comments from evaluation participants highlight the importance of providing information and advice to victims:

*They [Advocacy Project] helped me, like some instances where I wasn't really sure if it was a police incident. I can't really tell whether something's civil, or if it's a hate crime incident, or a hate crime, it's just a lot of things to take in so you think 'shall I report it'? And they help you to work through all of that.*

*The project supports me a lot really. They give me advice not just about the crime but other things – 'how to go there and how to do that'.*

In reality, **the support provided to each project beneficiary is bespoke and victim-led**, often characterised by a combination of emotional reassurance, practical advice and, in a large number of cases, long term advocacy and mediation between the victim and both statutory and public sector organisations. Crucially, hate crime advocates often undertake a degree of **informal risk assessment**, triaging victims in terms of incident severity, frequency and whether the perpetrator is known to the victim. This aspect of project work ties in with the project's role in multi-agency partnership working (discussed in Section 5.5) through the project's ability to share information with the police and other partner agencies such as Housing Associations.

The capacity for the Advocacy Project to raise awareness of rights and empower victims to come forward and be heard is evident and articulated by a partner project caseworker:

*I learned a lot, you find out how to stand up for yourself. Coming from a gypsy background myself, if somebody says something to me it doesn't really bother me and she [Hate Crime Advocate] explained to me that, "you should just report it anyway." She taught me a lot about the process and what I need to say to be able to make my voice heard to the police and to the relevant authorities when stuff like that happens.*

A number of interview participants highlight ways in which the Advocacy Project counters issues around **loneliness and isolation**. This is a particularly pertinent issue for clients who do not have a strong support network or may be members of refugees and asylum-seeking communities in South East Wales.

*They contacted people that could help me - with courses, with language, with my home...[case worker] has introduced me to local groups and I have made friends. When the project has any events or something like that, I am going with them you know. So, all the time I go to the swimming pool and dancing groups, So, it's make me really really happy. They make me feel like [sic] home.*

**It is vital to provide a 'One-Stop' Service that incorporates access to a Single Point of Contact for Victims in order to:**

- **Provide continuity of emotional support**
- **Enhance victims' understanding of their rights and options**
- **Keep victims updated on case progression through the CJS**

**This, in turn, contributes to both victim confidence to report and victim satisfaction with the criminal justice process, more generally.**



## 5.2 The Provision of Effective and Sustained Advocacy Support

The project's capacity to offer **sustained advocacy support** has an overwhelming impact on victims, and in particular, for those involved in criminal justice procedures following reports to police, and those experiencing stressful and protracted interactions with public sector organisations such as the housing associations or FE or HE institutions. The following accounts by evaluation participants highlight the type of advocacy support provided by the Project Coordinator and Hate Crime Advocates:

*He [Hate Crime Advocate] came to my meeting with the Housing Association and advocated on my behalf. It made a real difference having him there; housing acted differently as if they were now taking me seriously.*

*It's about having someone, or the organisation as an advocate, or a middle person, to help you report things. They've helped me write letters, they've attended meetings with me...*

*I gave them a lot of information and they contacted people on my behalf – police, housing and benefits people.*

The project's Advocacy service is particularly **effective for people who have experienced some form of discrimination** and are unsure of distinctions between hate crime victimisation and discrimination. This is a service that has been incorporated into the project's service delivery model as a result of increasing numbers of victims seeking support for this type of victimisation. The advocacy caseworkers are well placed to engage with these clients and provide information and options for next steps. They can initiate a **supportive referral** between the hate crime project and REF colleagues who specialise in discrimination casework.

*It's about having that person support you and physically come to meetings with you, like taking out of their time, their work schedule, to attend meetings, I think that's probably the best thing.*

**The capacity to deliver victim-led, comprehensive advocacy support underpins the effectiveness and success of the Advocacy project. Moreover, the discrimination casework support undertaken by the Advocacy Project is a core strength of the project, evidence of good practice and it is certainly an added value service provided by the Advocacy Project. It is important that Advocacy services:**

- **Recognise that hate crime manifests itself in multiple forms and not characterised simply by physical assault or verbal abuse;**
- **Acknowledge the complex interplay between hate crime victimisation and discrimination,**
- **Retain the capacity to deal with discrimination directly or refer cases swiftly and effectively.**

### **5.3 The Impact of ‘Community Empowerment Activities’**

#### **5.3.1 Hate Crime Champions**

One of the areas of priority for the project – and, indeed, one of its core strengths is the recruitment and training of **Hate Crime Champions** (HCCs) within local communities across the two project regions. The HCCs are often prominent and well-respected members of protected characteristic community groups and provide vital links between the project and vulnerable, often less visible communities by raising awareness of hate crime support services and **providing a trusted, first contact for individuals and families who require help but are often constrained by language barriers or a reluctance to engage with formal support mechanisms.**

The evaluation team spoke with a number of HCCs across the project regions to gain an insight into their role and the impact they have within communities. Ali\* recounts his experiences:

*You feel really good about what you're doing; you can give back to your community in a positive way. If you have people looking out for others in local communities then you can pick up on subtle things and you see tell-tale signs because you see some people behaving in a certain way... If people have someone that they trust they might approach me and say, 'look I need some help...what do you think of this'? They know that you're trustworthy, they know if they say I need help, that I may be able to get this help. Sometimes, it's a secret that nobody will know, not even his or her own family, and this is important.*

The HCCs are culturally aware and are respected and trusted within their local communities. They recognise and respect cultural traditions and the influence these can have on inclinations towards help-seeking. Furthermore, interviews with project partners reveal the personal empowerment potential when volunteering as a Hate Crime Champion – especially when a volunteer has recently entered the UK:

*The impact is massive. I've seen them [HCCs] when they've first started to volunteer. To begin with, they're really withdrawn and at the end of it they're fully-fledged volunteers asking 'where's the language course...where can I do this sports leader course'? **That's big impact, that's getting involved in your community.***

**The impact of the Advocacy Project's community engagement and empowerment activities demonstrates the importance of embedding hate crime support services into local communities.**

**Good practice when undertaking hate crime advocacy work is about understanding equality and diversity, respecting cultural traditions and taking the time to generate trust and the faith and confidence to seek help and support.**

### 5.3.2 Community Forums

The Advocacy Project has established a number of community-based forums across the two regions. These include **Inter-faith Networks** that raise awareness of other religions and cultural traditions, and Drop-In Advice Centres for LGB and T communities, people who experience a disability-related hate crime and victims of hate crime within the late night economy (LNE) including taxi drivers.

### 5.3.3 Community Outreach and Awareness-Raising

The Advocacy Project undertakes awareness-raising work that links in with both its community outreach and multi-agency, collaborative work. It undertakes vital **preventative work** through the provision of information, training and education in schools at primary, secondary and FE and HE levels. The project also undertakes preventative work in prisons, with people in referral units and with disengaged young women. Moreover, the project enhances the profile of both hate crime victimisation and perpetration through training work with Police Forces, Fire Services, the RAF and the National Assembly.

The project also implements innovative strategies to raise the profile of hate crime across South East Wales through its mainstream and social media work, which includes a 24 hour text service, a reporting application, a film focused on victims of hate crime and a regular programme on Radio Cardiff.

**The Advocacy Project recognises the lack of awareness around hate crime definitions, the rights associated with hate crime victimisation and the role these issues play in low levels of reporting. It has established dynamic ways to address these issues. It is important to seek innovative ways to address these issues, for example through the use of social media in order to:**

- **raise awareness of hate crime victimisation and perpetration;**
- **increase rates of reporting, and**
- **reduce the stigmatisation of marginalised groups through raising awareness of equality and cultural diversity.**

#### **5.3.4 Action Research Projects**

The Advocacy Project has undertaken a number of **action research projects** in order to actively involve communities in the design and delivery of project services. This type of community work ensures that services are relevant and meaningful to members of communities often particularly vulnerable to hate crime victimisation. One such activity involved working with Muslim women to design a **'credit card'** that can be carried by women and produced in circumstances where they required assistance. This initiative was set up, in part, to mitigate language barriers and cultural sensitivities. It will be important to revisit this initiative to document the impact of its implementation.

The Advocacy Project works to raise awareness of hate crime within the most isolated community groups and supports a wide range of particularly vulnerable, often 'invisible' groups including **refugee and asylum seeking communities**. The project, in partnership with MARS and NASRG, carried out an action research study in Newport<sup>19</sup> that worked with a group of refugees and asylum seekers to capture their experiences of hate crime, motivations for reporting (or non-reporting) incidents to the police or a third party organisation. The findings of this study identified a number of barriers to reporting and put forward a number of recommendations for supporting victims of hate crime within refugee and asylum seeking communities, including raising awareness of the term 'hate crime' and the support available for victims and their families.

#### **Case Study: The Use of Action Research to Engage Less Visible Victims**

The primary aims of the Action Research Project were to raise awareness of hate crime; highlight the nature of hate crime victimisation; identify barriers to reporting incidents to the police or third party organisations and increasing confidence to report incidents to formal hate crime support services. The research revealed that many refugees and asylum seekers in Newport experience both verbal and physical race or religiously motivated hate crime. In the majority of cases such incidents go unreported and, therefore, unrecorded by the police. The research highlights a number of reasons for unreporting, including:

- Language barriers;
- Lack of knowledge about the term 'hate crime' and limited understanding of what it means and what can be done about it;
- Lack of awareness of formal reporting mechanisms;
- Fear or distrust of authority;
- Normalisation of hate-related incidents;
- Fear of retaliation,
- Fear that raising awareness will have an adverse impact on asylum applications.

The research reveals there are few formal support mechanisms in place to raise awareness and educate refugees and asylum seekers with regards their rights and access to support services. The research report recommends a larger follow-up study over a longer period to capture more comprehensively the challenges experienced by this vulnerable community in relation to hate crime and to facilitate increased awareness of rights and avenues for support.

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<sup>19</sup> Newport is Wales' second largest city and home to approximately 500 refugees and asylum, although the transitional nature of the communities ensures it is hard to gauge accurate numbers.

The following observations, made by a project Hate Crime Champion, demonstrate the effect of embedding support services into minority communities:

*This project is doing a great job. A lot of people, not just from me, have heard either through the media or through other people that there's help for them. There is a word in Bengali, 'kichu'i ne'i', which means 'there's nothing there', which in other words means 'there's no help' and I haven't heard that for a very long time and for me that is priceless because I know now, not only can they get help, they are walking around with a bit more, a lot more peace rather than looking over their shoulder, in certain areas.*

**It is important to recognise that hate crime victimisation is not a homogenous phenomenon that is experienced in the same way by all protected community groups.**

**Good practice is about taking the time to engage particularly vulnerable, often 'invisible' minority groups in order to gain insight into the specific challenges they experience and then tailor advocacy support to individual cases in order to provide effective and meaningful services to all hate crime victims in society.**

#### 5.4 The Impact on Reporting Rates and Victim Satisfaction

The Advocacy Project's data reveals that 237 out of 376 cases were reported to the police by advocates working in South East Wales following initial contact with clients and the provision of emotional support and practical advice on rights and options for next steps. **These findings demonstrate the potential for advocacy services to increase rates of reporting and therefore contribute to a more accurate picture of the prevalence and nature of hate crime in England and Wales.**

Moreover, findings indicate the positive impact that dedicated hate crime advocacy services can have on victim confidence and levels of satisfaction with the statutory response to hate crime victimisation. Chart 5.2 shows the range of different case outcomes achieved by the Advocacy Project for its beneficiaries.

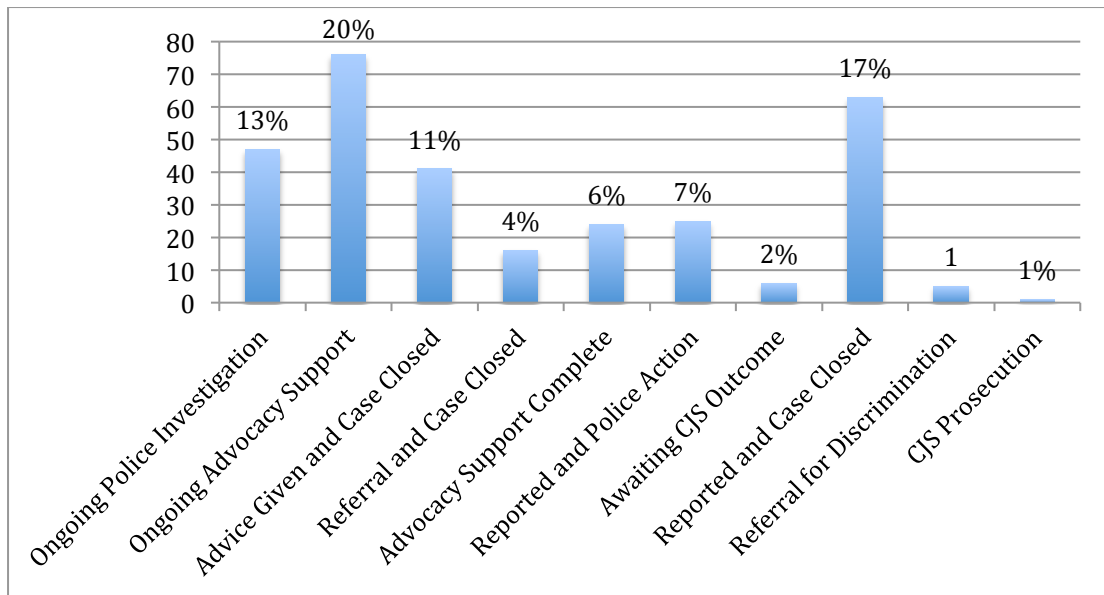


Chart 5.2: Case Outcomes for Project Beneficiaries

Table 5.2 shows that a large number of outcomes were achieved following police report and subsequent advocacy by the Advocacy Project, including: report and initial police action; on-going police investigation, awaiting CJS outcome and CJS prosecution. There are qualitative findings that corroborate the statistics and provide insight into the impact of project activity and its effect on victim satisfaction:

*If it wasn't for [hate crime advocate] I don't think we would have got a positive result. She was very good, very supportive. She didn't give up and was very determined. **She was on my side.***

**The impact of the Advocacy Project on reporting rates across its client base and the evidence of client satisfaction with case outcomes demonstrates the vital role that dedicated hate crime advocacy services can have in the role of 'critical friend' by:**

- **Breaking down barriers between police and local communities by mitigating victims' feelings of frustration with statutory responses to hate crime victimisation;**
- **Increasing rates of reporting - to either the police or third party organisations and prosecution and conviction rates**

**The Advocacy Project's impact on reporting rates is enhanced by the fact that both REF and SEWREC are third party reporting centres and this ensures the project can utilise pre-existing reporting mechanisms for prompt and effective support and case progression to the CJS, where appropriate.**

## 5.5 The Contribution to Multi-Agency Partnership Working

The Advocacy Project is well placed within both race equality councils in South East Wales. The location enhances notions of the 'one-stop', single point of contact service; it affords the opportunity to liaise with colleagues who specialise in the support of a range of minority groups including gypsy and traveller communities, refugees and asylum seekers and migrant workers. As project partners in Gwent observe:

*I work with gypsy and traveller communities and hear about a lot of prejudice and discrimination within these communities. I refer into the hate crime advocacy project and it is great to have [hate crime advocate] close by in the office so I can get advice and refer my clients for immediate support from a specialist.*

*It works so well having [Hate Crime Advocate] here. It is an informal space and people can go from working with our project to approaching her. That's been positive. Had the hate crime project been based elsewhere or, in an office in another building somewhere, then again, it's that extra barrier, isn't it?'*

The Advocacy Project team has worked hard to establish effective multi-agency partnerships and operates comprehensive referral pathway mechanisms, both in and out of the project. **The project acts as a 'critical friend' to hate crime officers within both Gwent and South Wales police forces and maintains good relationships with senior officers and crown prosecutors if cases progress through the CJS.** Furthermore, the project is integral to community cohesion frameworks in South East Wales and project representatives will regularly attend Hate Crime MARACs, if required.

The Advocacy Project team has developed constructive relationships beyond the criminal justice system and across both health and social care and education sectors. The project works with a considerable number of schools and FE/HE institutions across South East Wales and the team often delivers presentations in schools and colleges. Furthermore, the project has **developed and delivers an accredited module, Understanding Hate Crime.** This module can also be completed under as an Agored Cymru Level 2 course.



**Effective hate crime advocacy work is achieved through forging effective multi-agency partnerships with organisations across statutory, public and third sectors.**

**It is important to embed hate crime advocacy services in local community cohesion strategies to facilitate involvement in formal, multi-agency responses to hate victimisation such as that exemplified by the implementation of Hate Crime MARACs in Wales.**

**It is vital to recognise that education - in a variety of forms - is an integral feature of hate crime awareness and prevention strategies, and it is important to work constructively with educational institutions, at all levels, in order to facilitate access to themes of equality and diversity and protect students from hate crime and discrimination.**

## 6.0 Conclusions

The All Wales Hate Crime Project, led by Race Equality First in partnership with Cardiff University was the last, major piece of empirical research on the nature and impact of hate crime in Wales. The design of the Hate Crime Advocacy and Empowerment Project and its core objectives are informed, in part, by some of the findings within the All Wales report, *A Time for Justice* (2013). This evaluation of the Advocacy Project has revealed that many of the challenges and frustrations identified by the All Wales report remain pertinent four years later. However, these challenges also demonstrate evidence of the need for the Advocacy Project and the findings within this report highlight the profoundly positive impact of the Advocacy services provided by the project.

The Advocacy Project incorporates a number of strategic and operational objectives and this report highlights project success and impact in these areas:

1. Acting as a single point of contact for victims of hate crime in South East Wales
2. Supporting and advising victims on rights and options and empowering them to express their needs;
3. Working with victims and criminal justice agencies 'as critical friends' to increase rates of reporting;
4. Enhancing multi-agency partnership working around victim support and crime prevention by establishing effective referral pathways and positioning hate crime advocates as important actors in multi-agency responses to hate crime victimisation (e.g. MARACs);
5. Embedding hate crime awareness and knowledge of supportive services in local communities through sustained engagement (hate crime forums) and the identification and training of Hate Crime Champions,
6. Increasing victims' feelings of safety in their communities and society more widely, and increasing confidence and satisfaction in support services and the criminal justice system (CJS).

At the point of publication, the Advocacy Project had worked with approximately 2000 people across South East Wales – either through direct support of hate crime victims and their families or through outreach work and the provision of advice and training to third party groups and organisations. The evaluation team engaged with approximately 50 project clients – from all protected characteristic groups – in order to gain insight into their experiences of hate crime, the barriers they face when raising awareness of those experiences and the ways in which the Advocacy Project has supported them in overcoming these challenges and achieving positive outcomes for them, their families and, in some instances, their local communities.

The Advocacy Project has supported clients within all protected characteristic groups, each with a different set of experiences and therefore different supportive needs. This, in itself, highlights both the divergent nature of hate crime victimisation and the need for advocacy services to be comprehensive but victim-led. This report reveals the emerging presence of discrimination within hate crime discourse, and the knock-on effect of the stigmatisation of minority groups (often manifesting itself as Islamophobia or hostile reactions to terrorist incidents or landmark political events such as the EU Referendum and the so-called 'Brexit Effect'). Furthermore, the report highlights the wide-ranging impact of hate crime victimisation and the challenges victims face as a result of language barriers, a lack of awareness of rights, hate crime definitions and support services. The findings also reinforce existing research that emphasises frustrations with statutory agencies, in particular at the point of initial contact with the police.

The Hate Crime Advocacy and Empowerment project acknowledges these issues and has incorporated these areas of supportive need into the framework of advocacy service design and delivery. This report highlights a number of areas of core strength and evidence of good practice when engaging and supporting hate crime victims and their families, and these include:

- The capacity to provide a 'one-stop', single point of contact advocacy support service that is victim-led;
- The provision of bespoke and sustained advocacy support;
- The importance of embedding community empowerment activities into group areas vulnerable to victimisation in order to raise awareness of rights and support options;
- The evident impact that this type of service has on reporting rates, victim confidence and satisfaction,
- The proven ability to enhance multi-agency working through effective referral mechanisms and proactive involvement in local community cohesion networks.

Evaluation interviews reveal the impact of recognising and responding to the experiences and needs of hate crime victims. Hate crime victimisation is a uniquely personal experience and it requires a comprehensive, cohesive but – above all – **individualised and victim-led supportive response**. The design and delivery of one stop, single point of contact advocacy services such as those characterised by the Hate Crime Advocacy and Empowerment Project is vital for victims and families in order to enhance feelings of safety, confidence and satisfaction that their experiences are taken seriously and require a thorough response and constructive outcome.

## 7.0 Recommendations

The findings from this evaluation report have evidenced the impact of the Advocacy Project and highlighted areas of good practice when supporting hate crime victims and advocating on their behalf. It is important to continue the invaluable work undertaken by the Advocacy Project and consolidate the areas of good practice in order to design and implement formal and sustained Advocacy Services for hate crime victims in the future. In this regard, the evaluation team propose a number of recommendations for the consideration of commissioners, policy-makers and practitioners working to support and protect victims of hate crime. It will be useful for these to be read alongside the areas of good practice identified in Section 5.0.

Recommendation 1: There is a need for **sustained investment in Advocacy Services** for hate crime victims in order to implement victim-led, one-stop support services that incorporate a single point of contact for victims and their families.

The findings in this report that highlight frustrations with reporting, being kept up to date with case progression and accessing post-case support mirrors previous, large-scale research in Wales. Victims report feeling disillusioned and that they are ‘constantly chasing for information’.

This report evidences the benefits of providing a ‘one-stop’, single point of contact (SPOC) service that offers emotional reassurance, practical advice, CJS updates and advocacy service for victims of hate crime. Specialised SPOC advocacy services for hate crime victims and their families not only provide advice, reassurance and information on reporting options, they also empower people to recognise and promote their rights and **give voice to the victim**.

Moreover, the provision of sustained hate crime advocacy increases victims’ confidence and feelings of satisfaction – primarily that they are being listened to and that experiences are taken seriously and are worthy of support and investigation. **In this way it is vital that hate crime advocacy services retain and develop their ‘critical friend’ roles particularly within the CJS context to enhance communication between victims and the police.**

Recommendation 2: It is vital to acknowledge the complex and multi-faceted nature of hate crime and, in particular, **the presence of 'discrimination'** – within the workplace and educational settings.

The findings within this report reveal the notable presence of discrimination cases across the client base supported by the Advocacy Project and interviews with victims highlight the impact of comprehensive and effective advocacy when negotiating what can often be stressful and protracted interactions with large public sector organisations.

This report reveals that project advocates have either dealt with cases directly or referred victims onto specialist caseworkers within their race equality organisations. It is vital that hate crime advocates are trained to recognise discrimination cases and that services retain the capacity to deal with such cases effectively, or have established referral pathways in place so that victims of discrimination can be signposted for specialist support.

Moreover, it is important to carry out further research in this area to investigate the nature and impact of this behaviour and to further identify examples of good practice when supporting victims of discrimination.

Recommendation 3: It is important to continue successful efforts to **raise awareness of hate crime and victim's rights, particularly within more isolated, often 'invisible' groups** such as refugee and asylum-seeking communities and where issues around **language and communication** are prevalent and problematic.

This evaluation report – and the action research undertaken by the Advocacy Project itself – reveals that hate crime victimisation is not a homogenous phenomenon that is experienced in the same way by all people, regardless of personal and cultural identity. It is a uniquely personal experience and it is vital that hate crime advocacy support is designed with this in mind – to ensure comprehensive yet bespoke and victim-led advice and advocacy support.

Moreover, it is crucial that services are embedded in local communities and work closely with partner projects and organisations that specialise in knowledge and the support of particularly isolated or 'less visible' groups such as gypsy and traveller communities, refugees and asylum seekers and people who identify as transgender. Only then will commissioners, policy-makers and indeed the grass-

roots organisations working to support hate crime victims be presented with a comprehensive insight into the diverse nature of hate crime and its impact on victims, families and communities.

Recommendation 4: More needs to be done to enhance knowledge of hate crime reporting options for victims (and witnesses) and **formalise the role of advocacy support services as ‘critical friends’ to CJS agencies and public sector organisations.**

The findings from this evaluation reinforce existing research that identifies negative associations between hate crime reporting, a perceived lack of police activity and victim satisfaction with the Criminal Justice System. It is vital to consolidate the good practice demonstrated by the Hate Crime Advocacy and Empowerment Project in this area, which includes:

- Raising awareness of hate crime definitions and reporting options within ALL protected characteristic communities (including the more hard to reach communities);
- Using innovative methods to encourage reporting and access reporting methods e.g. social media applications.

The impact of the Advocacy Project shows that the application of these types of strategies - together with the provision of emotional support, practical advice and advocacy services **IN THE SAME PLACE** – has the potential to increase reporting, confidence in the police and ultimately, victim satisfaction.

Recommendation 5: It is important to **respect and promote equality and cultural diversity** and that chronic issues such as challenges around **language and communication support** are mitigated within the framework of hate crime advocacy service delivery.

This report highlights chronic challenges around issues such as the provision of effective and timely language support within statutory agencies, including the police, and key public sector organisations within housing and welfare. The Advocacy Project team acknowledges the importance of cultural diversity and the barriers posed by the inability to communicate the need for support and protection.

By placing hate crime advocacy services in established race equality organisations (that retain interpretation support through staff or volunteer

networks), issues around language support and cultural sensitivities can be addressed quickly, which in turn contributes to victims' awareness of rights, confidence (in themselves and, very often, statutory agencies) and personal satisfaction that they are being heard and their experiences are being taken seriously.

Recommendation 6: It is vital that concerted effort is devoted to establishing and maintaining **multi-agency partnership networks** for effective victim support, referral and protection.

The establishment of comprehensive and cohesive partnership networks – **that must include third sector organisations** – is important for a number of reasons:

- To ensure immediate need is met and longer-term support is provided through prompt and effective signposting and referral,
- To enhance information-sharing across agencies involved in individual hate crime cases.

Moreover, it is important that representatives from all relevant sectors are incorporated into the strategic framework of community safety partnership working around hate crime prevention and victim support. There are a number of sectors that should be integral to multi-agency collaborative working in this area and these include housing and education. In respect of the latter, it is important for schools and hate crime advocates and wider support services to work together in order to address hate-related incidents and raise awareness of hate crime and its impact through training and education.

Recommendation 7: It is important that there are **robust monitoring systems** in place to ensure that statutory and public sector organisations and departments are **in compliance with hate crime policies and procedures**.

This evaluation highlights instances where victims of hate crime have experienced protracted and distressing encounters with public sector agencies such as housing associations during attempts to address hate-related incidents in their immediate neighbourhoods. In some cases, hate crime victims and victims of discrimination have faced challenges when attempting to address their concerns with housing providers and within workplace settings and educational institutions in South East Wales – including at the FE and HE levels.

Often, injured parties only perceive some form of case progress when supported or accompanied in formal meetings by their own hate crime advocate. It is vital that both statutory and public sector organisations adhere to hate crime policies and procedures and compliance is monitored regularly so that victims feel confident, supported and – above all – safe in their immediate environment.