

All Wales Hate Crime Research Project

Research Overview & Executive Summary

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Foreword



This Executive Summary and Research Overview highlights the key findings from the Big Lottery funded All Wales Hate Crime Research Project carried out by Race Equality First in partnership with Cardiff University.

The Project represents the most comprehensive piece of hate crime research ever to be undertaken in Wales and the findings provide us with a wealth of information about the nature and impact of hate crime.

Progress has been made, but our findings make it clear that hate crime is still a daily reality for many people in Wales, devastating individual lives and creating fear and distrust in our communities. The prevention of hate crime is a long term goal that will only be achieved if organisations work together in partnership to meet this challenge.

We hope that the data from the research will be used to evidence the resourcing of hate crime services in Wales and to support the development of policy and good practice in this area. The report outlines 10 key recommendations for consideration by Welsh Government, Local Authorities, police and criminal justice agencies, social housing providers, statutory health, education, and third sector organisations.

Race Equality First is grateful to Big Lottery for the funding which has enabled us to produce this research which will improve the quality of peoples' lives in Wales.

A handwritten signature in blue ink that reads "Aliya Mohammed".

Aliya Mohammed
Chief Executive Officer
Race Equality First

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Safer Wales

South Wales Police

South East Wales Regional Equality Council (SEWREC)

Stonewall Cymru

Swansea Bay Regional Equality Council (SBREC)

Tai Pawb

Valleys Regional Equality Council (VALREC)

Victim Support

Unique Transgender Network

Wales Probation Trust

Wales Strategic Migration Partnership

Welsh Centre for Crime and Social Justice

Welsh Local Government Association (WLGA)

Welsh Government

Welsh Women's Aid

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1. Introduction

This research study forms part of the All Wales Hate Crime Project, which is funded by The Big Lottery (2010 – 2013) and led by Race Equality First in partnership with Cardiff University. The primary aim of the research was to generate robust data on both the nature of hate crime and hate-related incidents in Wales and the *impact* of that victimisation on individuals, their families and local communities. The study focuses on the 5 protected characteristics for hate crime recognised by the Home Office:

- Disability;
- Race & Ethnicity;
- Religion & Belief;
- Sexual Orientation, and
- Transgender Status/ Gender Identity.

However, the Project also recognises the existence of hate crime victimisation on the basis of **age** and **gender** and both of these identity characteristics are included and examined in the study¹. The wide-ranging scope of the research ensures it has generated the most comprehensive dataset on hate crime victimisation in the UK at the date of publication.

¹At present, 'age' and 'gender' are not recognised by criminal justice agencies in England and Wales as protected characteristics within the context of hate crime. Furthermore, existing criminal offences dealing specifically with the problem of hate crime do not recognise the same five protected characteristics. Specific crimes for racially and religiously aggravated common wounding/grievous bodily harm; actual bodily harm; common assault; damage; fear/provocation of violence; harassment/alarm distress; intentional harassment/alarm distress; and harassment and stalking exist under the Crime and Disorder Act 1998 (amended by Anti-terrorism, Crime and Security Act 2001 and Part 11 of Schedule 9 Protection of Freedoms Act 2012). The Public Order Act 1986 (amended by the Racial and Religious Hatred Act 2006 and Criminal Justice and Immigration Act 2008) also makes it a criminal offence to incite hatred on the basis of race, religion and sexual orientation. Section 146 of the Criminal Justice Act 2003 allows for an increase in sentences for aggravation related to disability or sexual orientation. Section 65 of the Legal Aid, Sentencing and Punishment of Offenders Act 2012 amends section 146 Criminal Justice Act 2003 to include transgender identity. The Law Commission is currently consulting on the case for extending hate crime offences: http://lawcommission.justice.gov.uk/docs/cp213_hate_crime_amended.pdf

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Hate Crime Definitions

The study focuses on both hate ‘crimes’ and ‘incidents’ because both can be reported to the police and both have a profound impact on victims and their families. The Project draws on the hate crime definitions set out by the Association of Chief Police Officers (ACPO) in 2005².

A Hate Crime is defined as:

Any hate incident, which constitutes a criminal offence, perceived by the victim or any other person, as being motivated by prejudice or hate.

A Hate Incident is defined as:

Any incident, which may or may not constitute a criminal offence, which is perceived by the victim or any other person, as being motivated by prejudice or hate.

In the majority of cases hate ‘incidents’ are identified as acts of low level, persistent disorder which manifest themselves as being insulted, pestered or ridiculed in a public place; being ignored and/or treated with impatience, frustration or intolerance because of some aspect of personal identity. Often, these acts are not criminal in nature but can be reported to the police.

Current Picture

While data specific to Wales can be extrapolated from the British Crime Survey (BCS) (now the Crime Survey for England and Wales (CSEW)), the sampling strategy adopted by the Home Office and the

Office for National Statistics means that the number of respondents reporting hate crimes/incidents is too small to conduct a robust analysis. Furthermore, not all of the seven characteristics are covered by the survey³. The Home Office and Office for National Statistics state that the BCS/CSEW is designed to provide estimates for England and Wales as one unit of analysis. The national statistician’s review of crime statistics⁴ concluded “given the sample size of the survey it cannot be used to produce robust estimates on an annual basis for those crimes that are experienced by relatively small proportions of the population or outside the current scope of coverage”. It was on this basis that the All Wales Hate Crime Project was funded by the Big Lottery Fund, to provide a more all-encompassing picture of the nature and impact of hate crimes and incidents across all protected characteristics in Wales.

As a backdrop to the AWHC survey results we present here the national (England and Wales) picture of hate crimes. Home Office⁵ analysis of the British Crime Survey for 2009/10 and 2010/11 revealed the following patterns in relation to hate crime in England and Wales⁶:

- The 2009/10 and 2010/11 BCS showed that 0.5 per cent of adults were victims of hate crime⁷ in the 12 months prior to interview. A similar percentage were victims of personal hate crime and household hate crime (0.2%). In comparison, 22 per cent of adults were victims of at least one BCS crime overall.

²ACPO (2005). ‘Hate Crime: Delivering a Quality Service’.

³The CSEW asks questions on disability; race; religion/faith; sexual orientation; and gender-identity based hate crimes.

⁴Office for National Statistics (2011) National Statistician’s Review of Crime Statistics: England and Wales, London: ONS.

⁵Smith, K., Lader, D., Hoare, J. & Lau, I. (2012) Hate Crime, cyber security and the experience of crime among children: Findings from the 2010/11 British Crime Survey, London: Home Office.

⁶Data from the two survey years were combined to provide more robust estimates of hate crime.

⁷Monitored hate crime covers five ‘strands’: disability; race; religion/faith; sexual orientation; and gender-identity. The BCS asks about the first 4 of these. Questions on gender identity were added to the BCS in 2011/12.

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- The protected characteristic most commonly perceived by the victim as an offender's motivation for committing a crime was the victim's race (accounting for an estimated 136,000 incidents on average per year).
 - Hate crime was more likely to be repeatedly experienced for household crime offences than for personal crime offences; 37 per cent of victims of household hate crime had been victimised more than once, compared with 19 per cent of victims of personal hate crime. This difference is larger than that found in the BCS overall (29% of victims of BCS household crime were repeat victims, compared with 21% of victims of BCS personal crime).
 - The police were more likely to come to know about hate crime than BCS crime overall; 49 per cent of incidents of hate crime came to the attention of the police compared with 39 per cent of incidents of BCS crime overall.
 - Fifty-three per cent of hate crime victims were satisfied with the police handling of the hate crime incident (33% were very satisfied and 21% were fairly satisfied) and 45 per cent were not satisfied. Victims of hate crime were less satisfied with this police contact than victims of BCS crime overall: 53 per cent and 69 per cent respectively were satisfied (very or fairly).
 - In only 45 per cent of incidents of hate crime, victims thought the police took the matter as seriously as they should, compared with 65 per cent of incidents of BCS crime overall.
 - Victims of hate crime were less likely to think the police had treated them fairly or with respect, compared with victims of BCS crime overall. For example, in 63 per cent of hate crime incidents victims thought the police treated them fairly, compared with 79 per cent of incidents of BCS crime overall. Similarly, in 76 per cent of incidents of hate crime, victims thought the police treated them with respect, compared with 89 per cent of incidents of BCS crime overall.
 - Victims of hate crime were more likely than victims of BCS crime overall to say they were emotionally affected by the incident (92% and 86% respectively).
- The available police data shows that of the 43,748 hate crimes recorded in England and Wales in 2011/2012⁸:
- 1,744 (4%) were disability-related hate crimes
 - 35,816 (82%) were race hate crimes;
 - 1,621 (4%) were religion/faith hate crimes;
 - 4,252 (10%) were sexual orientation (homophobic) hate crimes, and
 - 315 (1%) were transgender (transphobic) hate crimes.
- In the same period there were 1,809 hate crimes recorded in Wales, and the distribution across the protected characteristic groups reveals a broadly similar pattern:
- 122 (8%) were disability-related hate crimes;
 - 1,368 (76%) were race hate crimes;
 - 54 (3%) were religion/faith hate crimes;
 - 244 (13%) were sexual orientation (homophobic) hate crimes, and
 - 21 (1%) were transgender (transphobic) hate crime

⁸See <http://www.homeoffice.gov.uk/publications/science-research-statistics/research-statistics/crime-research/hate-crimes-1112/>

2. Research Design

The study incorporated two phases of research:

A large-scale survey⁹

In total, 1810 respondents completed the survey in Wales, of which 564 identified themselves as victims of hate crime.

The independent research organisation, IpsosMORI was commissioned to manage and distribute the survey across Wales. The survey was completed by both victims and non-victims of hate crime and hate-related incidents, and was accessed via a number of formats including online, paper (postal) copy and face-to-face completion at various public events across Wales.

The study implemented a quota sampling strategy. Each of the seven protected characteristics were identified as quotas to ensure equitable coverage in terms of survey responses. As the research brief indicated the need to understand the nature and impacts of victimisation, the survey was also targeted at victims of hate crimes/incidents¹⁰. Table 1 below indicates the responses achieved in each quota and across police crime commissioner region.

In-depth victim interviews¹¹

In total, over 60 hate crime victims participated in face-to-face, telephone or focus group interviews. In some cases parents or support workers were present and/or participated in interviews on behalf of the victim. The interviews provided the opportunity to give ‘voice’ to victims’ experiences and opinions, and to highlight the nuances (the intersectional nature) of individual identity.

Ultimately, the mixed method approach to data generation facilitated a comprehensive understanding of the complex nature of hate crime and its profound impact on victims, families and communities.

⁹The survey was available for completion between January – November 2011.

¹⁰Quota sampling is a non-probabilistic technique. Non-probabilistic techniques result in samples that are likely to be biased towards certain groups and hence not representative of the entire population under study, making inferences of prevalence (e.g. the number of hate crimes experienced) problematic. This is particularly the case in our survey as we purposely targeted victims and respondents that identified as having protected characteristics. Therefore any references to prevalence in the report must be interpreted with a degree of caution. However, references to non-prevalence measures, such as impacts, levels of satisfaction etc. are statistically valid (see Dorofeev, S., and P. Grant. 2006. Statistics for Real-Life Sample Surveys: Non-Simple Random Samples and Weighted Data. Cambridge: Cambridge University Press).

¹¹The interviews were carried out between August 2011 – June 2012.

Table 1: AWHC Survey Sample Breakdown

Age			Gender			Disability		
	n	%		n	%		n	%
16-19	149	9	Male	782	45	Disabled	247	15
20-34	613	35	Female	955	55	Not disabled	1438	85
35-54	655	37						
54-64	198	11						
65+	131	8						

Race/Ethnicity			Religion/Belief			Sexual Orientation		
	n	%		n	%		n	%
White Welsh	693	40	Christian	792	44	Gay Men	228	13
White English	83	5	<i>Practicing</i>	257	14	Gay Women	179	10
White British	706	40	Hindu	39	2	Bisexual Men	37	2
White European	14	1	<i>Practicing</i>	28	2	Bisexual Women	72	4
Black	65	4	Muslim	126	7	Other	9	-
Asian	134	8	<i>Practicing</i>	108	6	Heterosexual	1182	66
Mixed	41	2	Other	103	6			
Other	13	1	No religion/belief	746	41			

Transgender Status			PCC Region			Hate Crime/Incident Victim ¹		
	n	%		n	%		n	%
Trans (male)	25	38	Gwent	242	14	Yes	562	45
Trans (female)	30	46	South Wales	973	57	No	1248	55
Trans (not specified)	10	15	Dyfed Powys	251	15			
			North Wales	246	14			

Valid percentages reported

¹As the survey sample was derived using a quota technique the percentage of victims should not be interpreted as prevalence of hate crimes incidents in the wider population.

3. Key Findings

The cross-cutting findings from within five main thematic areas are presented here.

The Impact of Hate Crime

"I would prefer someone to beat seven bells out of me and I can spend a couple of days in hospital than actually go through the daily rubbish which I've been through."

Susie, a trans woman living in South Wales

The findings reveal hate crime can have considerable physical and/ or psychological impacts on victims and their families. The study identified a total of 22 physical or psychological impacts. Physical impacts include the desire to move from the local area and the attempt to conceal some aspect of personal identity in an effort to reduce the chance of further victimisation.

- Nearly a fifth (18%) of respondents attempted to conceal their identity post-victimisation;
- Nearly a third (29%) of victims had thoughts about moving from their local area post-victimisation;
- Nearly one in five (18%) had considered moving out of Wales entirely.

Psychological impacts include feelings of anger; depression, and a reduction in confidence. Arguably the most serious impact of hate crime victimisation was **thoughts of suicide**:

- One in seven hate crime victims reported having suicidal thoughts;
- Victims of repeat victimisation were over four times more likely than any other victim to experience thoughts of suicide.

The findings reveal that many victims experience a number of different impacts simultaneously. The Total Impact Scale¹² (TIS) indicates there are several predictors that influence whether a hate crime victim suffers multiple impacts:

Demographic variables

- being unemployed and having a negative 'sense of belonging' to a local area increased the likelihood of suffering multiple impacts.

Perpetration-specific variables

- repeat victimisation (by the same offender) was by far the strongest predictor of multiple impact experience. Repeat victims were more likely to suffer 13 out of 22 impacts.

Protected characteristic variables

- transphobic hate crime victims were more likely to suffer 10 out of 22 impacts;
- disability hate crime victims were more likely to suffer 9 out of 22 impacts.

Crime/Incident-specific variables

- violent hate crime victims were significantly more likely to suffer 9 out of 22 impacts;
- victims of low level, persistent disorder were more likely to suffer 5 out of 22 impacts.

¹²The Total Impact Scale (TIS) was constructed by summing 22 impacts and can be considered a cumulative measure of impact. Hence the highest score on the scale indicates the maximum amount of hate crime-related suffering. See Chapter 3.2 for more information of the construction of the TIS.

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This last finding is particularly salient given that victims do not tend to report this type of low level hate-incident to the police because a) it happens so frequently, b) they don't think the police can do anything, c) they are often perceived as too trivial in isolation, and d) they are unsure how seriously these incidents will be taken by the police.

Overall, analysis of the data reveals those most likely to suffer the most impacts are:

- Transgender hate crime/incident victims;
- Disability-related hate crime/incident victims;
- Hate crime/incident victims that are targeted repeatedly by the same offender.

The Nature of Perpetration

The survey included several questions that focused on the victim's perceptions of their perpetrator(s) in terms of relationship, number, gender, age and race. The statistics highlight tentative differences in relation to the characteristics of perpetrators and specific types of hate crime victimisation. However, the complexity of hate crime is exemplified by the profile of offenders, and the qualitative findings make it clear that anyone can be a hate crime perpetrator regardless of age, race and gender.

In relation to victims' most serious instance of hate crime/incident victimisation:

- Almost half (43%) reported that they knew their perpetrator;
- Just over two thirds (70%) indicated there was more than one perpetrator;
- A quarter (24%) witnessed female involvement;

- Just under half (40%) recalled hearing hate speech.

The survey also asked about the specifics of the most serious hate crime:

- 40% reported being alone when victimised;
- Around a quarter were with friends/ neighbours or their partner;
- Near a third (31.3%) were victimised in or immediately outside their home;
- Around a quarter (23.5%) were victimised in a public street or park.
- Two-thirds indicated that they had been targeted by the same perpetrator multiple times.

The findings from victim interviews – across all protected characteristic groups – highlight the main perpetration triggers as:

- The involvement of drink and drugs;
- Ignorance/stupidity;
- Hostility towards minority groups;
- Negative and stereotyped media portrayals of minority groups.

Hate Crime Reporting

The victim interviews – across all protected characteristics – indicate there are a number of factors that victims take into account when deciding to report a hate crime/incident to the police or a third party organisation. These are:

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

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A large number of interview participants highlight inconsistencies in reporting and recording mechanisms, and there are examples where hate-identified incidents have been recorded as neighbour nuisance or anti-social behaviour.

Almost half (44%) of victim respondents stated they had reported their most serious hate crime to the police.

The reasons given for reporting include:

- Victim belief that 'it was the right thing to do' (69%);
- Victim desire to 'stop it happening again' (62%),
- Victim hope that the offender would be brought to justice (52%).

The reasons given for not reporting include victim belief that:

- The incident was 'too trivial' (29%);
- The police could not have done anything (27%)
- The incident was a private matter that could be dealt with personally (19%).

The vast majority of victims had not been put off contacting the police and said they would encourage other hate crime victims to do so. However, there were a number of issues raised with regards to the third-party (independent non-police) reporting systems in operation in Wales. Currently, the majority of third party reporting options are perceived to be online and it is evident that this often

serves as a barrier for some people who do not have access to IT facilities.

Satisfaction with Police and Criminal Justice System

There are a number of cross-cutting issues that inform levels of victim satisfaction with the police at the point of initial contact and during any subsequent case investigation. These include:

- How seriously the police appeared to respond to the initial report;
- Whether all witness information and available evidence was gathered in a timely manner;
- Whether victims received updates on case progression.

For a large proportion of victims their contact with the police was mainly positive and it was felt that the police had responded appropriately given the circumstances of the incident (incident location, witness availability and offender identity). However, there were some that felt they had been treated insensitively and felt let down by the lack of police response following the initial report.

In total, 246 survey respondents answered questions relating to their experience of the criminal justice process beyond initial contact and incident reporting with the police.

Thirty eight victim respondents had some form of contact with the Crown Prosecution

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Service (CPS) and just over half (53%) were very satisfied with the support they received and the provision of information. Of the 29 hate crime victims that had experience of the courts system, 31% were very satisfied and 52% were fairly satisfied with the support they received and the court facilities during the trial.

Two interview participants had experience of the criminal justice system in a hate crime context and their recollections are broadly positive both in terms of the information they received during the lead up to their court appearance and the support they were offered during the trial. However, a number of criticisms were highlighted with regards to the criminal justice process in general:

- The length of time it took for cases to progress through the CJS, and
- The lack of anonymity that is offered to victims both during and after the trial hearing.

Overall, the study indicates there is a general lack of victim awareness of the criminal justice mechanisms in Wales, particularly in relation to hate crime investigation and prosecution, and it is vital that victim expectations are managed at the outset of their involvement in the criminal justice process.

The research also indicates that there is a **disjuncture between victim-centred reporting mechanisms (that are based on victim perception that an incident was hate-related) and evidence-driven criminal justice prosecution processes**. As a consequence, victims spend time and effort reporting a traumatic ordeal that may go no further than the police recording systems because the Crown Prosecution Service (CPS) will not have the stringent, evidential proof they need that a crime was motivated or aggravated by 'hostility'. It can be argued that this situation has two inter-related implications. Firstly, it undermines the ethos of hate crime reporting: that all hate-related crime and incidents should be reported to the police, and that no incident is too trivial and victims do not need to suffer in silence. Secondly, it prevents the prosecution and conviction of offenders who perpetrate acts of low-level, persistent disorder that are aggravated by hate hostility. This is of particular concern because the research reveals unequivocally that it is these forms of hate crime that have a significant impact on vulnerable victims. The interviews also revealed how victims feel hate crime perpetrators should be dealt with in Wales. Ultimately, it is clear that victims' overriding desire is for the hate incidents to **stop happening to them**, and their thoughts on how this can best be achieved are informed by a number of different factors. These included the severity of the incident and whether the

victimisation was an isolated event or part of an ongoing experience. Victim perceptions of appropriate responses to hate crime offending fall into the categories of:

- Criminal justice punishment in the form of prison, community service or fine;
- Education (in the form of an equality and diversity awareness course);
- Restorative justice.

The provision of support for hate crime victims

The research indicates that emotional and practical support for hate crime victims comes in a variety of forms. In many cases, victims will turn to family and friends for support. In other cases, victims turn to healthcare professionals; housing

associations; local authority departments and regional, third sector or voluntary equality organisations.

However, a large proportion of victims highlight considerable challenges to accessing support and, as a result, they will ‘suffer in silence’. In many cases, feelings of isolation and vulnerability are exacerbated by the following:

- Disability;
- rural living, and
- the absence of a strong family network¹³

4. Key Findings by Protected Characteristic

The following section highlights the three main findings within each of the protected characteristic groups at the centre of this research. The finding sections are structured around: 1. Impact, 2. Perpetration, 3. Reporting Behaviour and 4. Other Key Findings. In relation to hate crime impacts specifically, this type of

disaggregation provides **the first evidence in Wales that the impact of hate crimes and incidents is not homogenous across all minority groups.**

¹³This is often the case for LGB or transgender hate crime victims because family and friends may be unaware or intolerant of their LGB or transgender identity status.

Age-related Hate Crime

In this research, 'age' was often highlighted by both young and older victims as an intersectional factor that contributed negatively to how a hate crime was experienced, rather than a dominant, motivating factor in their victimisation. However, this in itself should not diminish the role of age in hate crime victimisation because it is clear that it is an aggravating element, and a number of interview participants – both young and old – stated that their age increased feelings of vulnerability during and after a hate crime experience.

"I'm an elderly woman and it was a horrible experience"

Sue, living in North Wales

"He [young son] seems unhappy every time he comes back from school...most students come running out full of beans but he never did..."

Parents of young hate crime victim
living in Dyfed Powys

1. Impact

- Worry about hate crime victimisation has the biggest effect on the quality of life of young respondents aged 16-19 and the least effect on older respondents aged 65 and over.

2. Perpetration

- In relation to their most serious incident

victims who felt targeted on the basis of age also reported being victimised by women more than any other group.

3. Reporting Behaviour

- Victims in this category were least likely to disclose that the incident was motivated by this aspect of their identity (66%);
- Victims in this category were most likely not to report because it was believed the police could not have done anything to help (41%).

4. Other Key Findings

- Nearly half (44.9%) of all victims of age related hate crimes/incidents stated that hate incidents were the most serious they had experienced.
- The study reveals that in relation to hate crimes against older people, a person's age may contribute negatively to how a hate crime is experienced (e.g. increase feelings of fear or vulnerability) but it is not necessarily a dominant motivating factor from a victim perspective.
- The study reveals that in relation to hate crimes against young people, hate-related bullying in schools is a considerable problem.

Disability Hate Crime

"I've been in work sometimes and been really upset. And you feel like jumping off a cliff or hanging yourself or something because no one is helping you."

Seb, victim of learning disability-hate crime living in Gwent

"Can't I just expect to go to a pub, and have a drink like everybody else? It sounds trivial but it bloody isn't, it makes me feel like ending my life sometimes."

Steve, victim of physical disability-related hate crime living in North Wales

1. Impact

- Respondents who identified themselves as victims of disability hate incidents were the second most likely group to suffer multiple types of impact (9 out of 22 impacts);
- Victims in this category were the second most likely group to think about suicide;
- Victims in this category were most likely to think about moving from their local area.

2. Perpetration

- In relation to their most serious hate crime/incident half of all victims in this category knew their perpetrator;
- In relation to their most serious incident disability hate crime victims were the group most likely to have known their perpetrator compared to all other protected characteristics.

3. Reporting Behaviour

- Of the victims that reported to the police (43%) three quarters (74%) stated they did so because they felt it was the right thing to do;
- Of the victims that did not report to the police one third (33%) stated they did not do so because they believed the police could not have done anything to help.

4. Other Key Findings

- Nearly half (45.6%) of all victims of disability related hate crimes/incidents stated that hate incidents were the most serious they had experienced;
- Disabled respondents were 1.4 times more likely to think there was a hate crime problem in their local area, and to think hate crimes have a negative impact in their area, compared to non-disabled respondents;
- Disabled respondents are more fearful of becoming a victim of hate crime than non-disabled respondents;
- Almost 30% of survey respondents who identified as disabled stated that they had, at some point, attempted to conceal their disability where possible in order to minimise the risk of hate crime victimisation.

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“She [neighbour] kept saying, ‘you paki cow, you paki bitch’ and pushed me against the car. And it was totally unprovoked. You wouldn’t believe the hell I’ve been through because it’s on your doorstep, every time we was to leave the house she was there, looking at us, giving us dirty looks. And, my kids were so scared.”

Maya, a minority ethnic woman living in South Wales

1. Impact

- Ethnic minority respondents were over 1.5 times more likely to think that hate crimes/incidents had a negative impact upon the community compared to white respondents;
- A number of ethnic minority interview participants indicated that they wanted to **move house** as a result of their hate crime victimisation:

“I just wanted to move the house and just have some magical powers and take us somewhere else. If it was somewhere else, like if we were shopping and it happened then you don’t see that person again. When you’re just living in that street and that’s where you are, you can’t get away from it, there’s a constant reminder.”

Maya, an minority ethnic woman living in South Wales

2. Perpetration

- In relation to their most serious incident two-thirds of victims in this category

reported knowing their perpetrator;

- In relation to their most serious incident just over two-thirds of victims in this category reported being victimised by more than one perpetrator.

3. Reporting Behaviour

- Of the victims that reported to the police (46%) three quarters (75%) in this category stated they did so because they felt it was the right thing to do;
- Of the victims that did not report to the police one quarter (25%) in this category stated they did not do so because they believed the incident was too trivial.

4. Other Key Findings

- Around 1 in 5 (21.8%) stated violent crimes were the most serious they had experienced;
- Worry about hate crime had the biggest effect on Black respondents and the least effect on White respondents, and there was a significant difference between ethnic minority and white respondents in relation to the impact of fear of hate crimes/incidents victimisation;
- There is considerable intersectionality between race and religiously-motivated hate crime:

“The new racism isn’t towards the colour anymore, it’s against religion.”

Abid, a Muslim man living in South Wales

Religion/Faith Hate Crime

"We keep a low profile, we have our faith; it's a sad thing that we don't have freedom."

Asaf, victim of faith hate crime in South Wales

1. Impact

- Respondents practicing religion were no more likely than respondents who were not practicing a religion to think there was a hate crime problem in their local area;
- Respondents practicing religion were no more likely than respondents who were not practicing a religion to think that hate crimes/incidents had a negative impact upon the community.

2. Perpetration

- In relation to the most serious incidents, faith hate crime victims are the most likely (along with victims of homophobic hate crime) to be victimised by more than one perpetrator (78%).

3. Reporting Behaviour

- Faith hate crime victims were most likely (alongside homophobic hate crime victims) to report hate crime experiences to the police (47%);
- Of the victims that did not report to the police one third (32%) stated they did not do so because they believed the police could not have done anything to help;

- Faith hate crime victims were **least likely** to encourage other victims to report (84%).

4. Other Key Findings

- Nearly half (43.3%) of all victims of faith related hate crimes/incidents stated that hate incidents were the most serious they had experienced;
- Fifteen percent of survey respondents had attempted to conceal their religion in order to reduce the risk of hate crime victimisation;
- In some instances faith hate crime is characterised by the **conflation of the racial and religious** aspects of a victim's identity. This manifests itself in two ways:
 - An intolerance of religious freedom within certain cultures,
 - Islamophobic hate crime.

Sexual Orientation Hate Crime

"It makes you feel ashamed of what you are when you come up against that sort of prejudice all the time. I know I won't tell anyone that I'm gay; I really do just keep it to myself all the time."

Ed, a gay man
living in North Wales

1. Impact

- Victims of Homophobic hate incidents were more likely to physically retaliate during the event, along with victims of transgender hate crimes/incidents;
- Homophobic hate crime victims were more likely to avoid certain places post victimisation, along with victims of transgender hate crimes/incidents;
- Homophobic hate crime victims were more likely to attempt to conceal some aspect of their identity post-victimisation.

2. Perpetration

- In relation to the most serious incident victims in this category were most likely (alongside faith hate crime victims) to be victimised by more than one perpetrator (78%).

3. Reporting Behaviour

- Victims of homophobic incidents were most likely (alongside faith victims) to report hate crime experience (47%);

- Of the victims that reported to the police two thirds (61%) stated they did so to prevent a hate crime/incident from happening again;
- Of the victims that did not report to the police near one third (29%) stated they did not do so because they believed the police could not have done anything to help.

4. Other Key Findings

- Over a third (38.3%) of all victims of sexual orientation related hate crimes/ incidents stated that violent crimes were the most serious they had experienced, **the highest amongst all characteristics in the AWHC survey**;
- Of all the protected characteristic groups, LGB respondents were second most likely to fear hate crime, after transgender respondents;
- Worry about hate crime has the biggest impact on bisexual women, followed by bisexual men, gay women and gay men. There were statistically significant differences in levels of hate crime fear impact between LGB and non-LGB respondents.

Transphobic Hate Crime

"I'm not suicidal by emotion; I've sat down and been through the emotional bit. I've got to the place now where suicide is a lifestyle option. I now know that if it gets to point X, if A outweighs B then it's something which... it's a pragmatic¹⁴."

Susie, a trans woman
living in South Wales

1. Impact

- Transphobic hate crime victims were most likely to suffer multiple types of impact (10 out of 22 impacts);
- Nearly half (46%) of transphobic hate crime/incident victims disclosed thoughts of suicide;
- Victims of Transphobic hate crime were over 10 times more likely than any other victim to have suicidal thoughts.

2. Perpetration

- In relation to their most serious hate crime/incident transphobic hate crime victims were most likely not to know their perpetrator (67%);
- In relation to their most serious hate crime/incident transphobic hate crime victims were second most likely to be victimised by one perpetrator (along with victims of race-related hate crime).

3. Reporting Behaviour

- Transphobic hate crime victims were most likely to encourage other victims to report (100%);
- Transphobic hate crime victims were most likely to disclose that the incident was motivated by some aspect of their identity;
- Of the transphobic hate crime/incident victims that did not report to the police near one quarter (21%) stated they did not do so because of a previous bad experience.

4. Other Key Findings

- Over a third (37.5%) of all victims of transgender related hate crimes/incidents stated that violent crimes were the most serious they had experienced, **the second highest amongst all strands in the AWHC survey, after sexual orientation**;
- Of all the protected characteristic groups, transgender respondents were the most likely to fear hate crime.

¹⁴The research team was assured that Susie had a support network in place and she was in contact with a transgender organisation in South Wales.

5. Key Recommendations

Produced by Race Equality First in collaboration with the research team

The findings from The All Wales Hate Crime Research Project indicate that the reduction of hate crime is a long term goal and will require consolidated input from a wide range of organisations in Wales.

1. Sustainable funding and continuing investment is needed to ensure that hate crime services are both protected and developed

Our research shows that there is still a considerable problem in relation to hate crime in Wales. In a time of austerity and funding cuts it's important that funders and public bodies do not reduce resourcing for hate crime and that there is both commitment and clarity in relation to funding:

- Welsh Government should ensure that dedicated funding for hate crime is attached to 'Tackling Hate Crimes and Incidents : A Framework for Action' (due 2014) through the Equality and Inclusion Grant;
- Police and Crime Commissioners (PCCs) should ensure that hate crime is included in their five year Police and Crime Plans and take the findings from the All Wales Hate Crime Research Project into account when reviewing their plans and considering the commissioning of services in their areas;
- The Welsh police forces should protect resourcing for their Hate Crime and Diversity

Officers and ensure the provision of ongoing hate crime training for frontline staff;

- Local authorities should ensure that they continue to undertake work on hate crime in line with the commitments in their Strategic Equality Plans.

2. There is a need for more effective partnership work in relation to hate crime to ensure that 1). A clear, united message is conveyed across Wales, and 2). Activities are coordinated and good practice is shared and promoted

Our findings indicate that there is a need for key organisations to work together more effectively to strengthen coordination and communication on the issue of hate crime:

- Public and third sector bodies, criminal justice agencies and higher education institutions should sign up to membership of a national hate crime network to be coordinated by Race Equality First in partnership with the regional members of the Wales Equality Group (WEG). This Network will aim to coordinate activities (e.g., events, campaigns), improve communication, share good practice, disseminate relevant research and monitor progress on hate crime action plans;
- Local Authorities should ensure that hate

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crime is included as an item in their local partnership arrangements. Criminal justice agencies, social housing providers, Local Health Boards and, crucially, local third sector organisations that work with groups who may be targets of hate crime should be included in Local Authority partnership arrangements.

3. More needs to be done to raise public awareness about hate crime, paying particular attention to raising awareness about what constitutes a hate incident/crime, what can be reported, and the role of the criminal justice agencies

Our research suggests that victims are often uncertain about whether their experiences fulfil hate crime criteria and that this uncertainty influences their reporting decisions. It's therefore important to raise public awareness that the key term in the legislation is not "hate", but rather, "hostility". It's also very important to reach out to non-networked victims, i.e. those who are not members of local minority group organisations and those for whom English or Welsh are not first languages.

- Welsh Government should lead on the launch of a comprehensive national anti-hate crime campaign in Wales with a clear message about what constitutes hate crime, how to report it and the consequences of committing hate-related offences. We would suggest that successful anti-domestic violence

campaigns could be used as a model for this campaign, e.g. posters, film and social media should be used to get the message across to different audiences;

- Local authorities should work with partners to ensure that National Hate Crime Awareness Week in October is marked on an annual basis with activities in their areas and the dissemination of information about how to report and get support. Hate Crime Awareness Week activities could include conferences, forums, media coverage, posters, leaflets and public vigils for the victims of hate crime. All Local authorities should also include information about hate crime and how to report on their websites;
- Social housing providers should provide all new tenants with information about hate crime and how to report it. Tenants should also be informed from the outset that hate crime will not be tolerated and committing it could result in severe consequences that may include eviction.
- Local Health Boards should ensure that staff are aware of hate crime and its potential impact on health, and that they know what to do if they suspect that a patient has been a victim of hate crime.

4. More concerted effort needs to be made to facilitate cultural change by challenging the negative stereotyping and stigmatizing of minority groups in Wales

Many of our respondents emphasised the importance of education in creating the long-term cultural change that will ultimately

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be needed to reduce the incidence of hate crime. Our research also indicates that victims perceive the negative and stereotyped portrayals of minority groups in the media to be a motivating factor in the perpetration of hate crime.

- Welsh Government and third sector partners should work in partnership to produce a good practice guide to support schools and colleges in undertaking work around hate crime. This guide should include examples of activities that have worked well elsewhere in Wales. We would also suggest that Welsh Government and relevant partners consider establishing an annual award for schools and colleges that can demonstrate the best practice in tackling prejudice and identity-based bullying and which could be presented as part of National Hate Crime Awareness Week;
- Local authorities should work with schools to develop training and awareness-raising for staff and pupils that challenges stereotypes and promotes good relations, based on identified needs. It's important to ensure that young people and staff know where to go for help in relation to identity-based bullying. In particular we would recommend more age-appropriate, preventative hate crime awareness training in schools, starting at the primary level before attitudes and values become entrenched and more difficult to change;
- Higher education institutions and local media providers should offer more training for student journalists on the importance of responsible reporting in relation to minority groups that already experience social hostility and stigma. This could include students undertaking placements

with organisations that work with these groups and third sector organisations giving presentations to students as part of their courses;

- Local media providers should also work more directly with key organisations that represent minority groups to ensure balanced media coverage of stories and that offensive language and terminology is avoided. This could be achieved through the use of diversity panels (e.g., such as the ITV Wales Diversity Panel), or more informal approaches (e.g. tea with the editor).

5. Extend hate crime training provision and ensure that more consistent and standardized training is available

Hate crime training is currently provided by a range of organisations in Wales, but provision is geographically patchy and there is little standardization, monitoring or evaluation of the impact of the training. Standardized multiagency training should be developed to ensure that all frontline staff respond to hate crime reports in the same way, irrespective of which agency they work for.

- Welsh Government should take the lead on the development of an online hate crime training toolkit for public bodies to supplement face-to-face training provision. Welsh Government should also explore how an accredited qualification could be developed for practitioners working for organisations that take third-party hate crime reports;

- The Welsh police forces need to ensure that all frontline police officers and 101 call centre staff receive hate crime training and this should be refreshed on a regular basis with updates;
- Local Authorities should work with partners to develop multi agency training protocols and guidance for staff to ensure clear standards and consistency of response from all agencies;
- Social housing providers, Local Health Boards, Social Services and public transport providers should all ensure that managers and frontline staff receive appropriate training on hate crime, protected characteristics and specific vulnerabilities e.g., the issue of “mate crime” in relation to people with learning disabilities and mental health problems.

6. More needs to be done to increase the confidence of victims and witnesses to report hate incidents and to promote the view that reporting hate is the “right thing to do”. There should be consistent, clear standards and pathways through the reporting system in Wales and victims need to be provided with more information at the point of reporting.

Our survey findings show that the reasons given for not reporting tend to be based on perceptions that incidents are “too trivial”

to report, or that the police are unable to do anything. A large number of interview participants highlighted inconsistencies in reporting and recording mechanisms and experienced a sense of disjunction between victim-centred reporting systems and evidence-based criminal justice processes. It is apparent that victims need realistic information regarding what might constitute a successful outcome. Survey respondents who did report tended to state that they did so because they believed reporting to be “the right thing to do”, which suggests that efforts to increase reporting could be based on enhancing a principled sense of the rightness of reporting. However, reporting must also be seen to serve a purpose for the victim, whether that is through taking a case to court, accessing support, or helping to protect their community by providing intelligence to the police and other agencies.

- Welsh Government should take the lead on ensuring that accessible third-party (independent, non police) reporting mechanisms are in place for victims who don't want to report directly to the police, e.g., a number of participants said they would have liked to be able to report via a telephone helpline. We would recommend that careful consideration is given to the promotion of such systems because few victims will understand the term “third-party reporting”. Third party-reporting systems should also include the robust monitoring of data and the holding of relevant agencies (police, CPS, Victim Support) to account in relation to the outcomes for victims;
- The Police, local authorities and social housing providers must ensure that effective

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- recording mechanisms are in place to identify the difference between reports of hate crime, harassment and antisocial behaviour;
- The four Welsh police forces should work in partnership to ensure that reporting and recording mechanisms are consistent and that victims experience the same levels of service across Wales;
- Social housing providers should monitor incidents to ensure that, when reported, the hate element is being recorded and not simply logged as antisocial behaviour;
- Local Authorities and criminal justice agencies should work with partners to continue developing better intelligence on hate crime and ensure it is effectively shared on an ongoing basis between partner agencies.

7. Victims of hate incidents and crimes must have access to comprehensive, cohesive and accessible support services and, crucially, must see that something has been done in response to their reports

Many of our interview respondents identified a lack of formal or meaningful support as an issue in relation to their experience of hate crime. The key message in this area is that to improve outcomes, it's very important for victims to see that something has been done in response to their report. Victims also expressed confusion about the roles of the different agencies and the options available

to them in the criminal justice system. This indicates that it's important to make victims aware of criminal justice processes at the reporting stage and to manage their expectations from the outset. The findings strongly suggest a need for more formal hate crime advocacy services for victims to provide support and help them navigate the system. Ultimately there are two levels at which we would recommend additional support is needed: 1) for victims of low-level, persistent incidents that may not constitute crimes, but which our research shows have a profound impact and 2) for victims involved in complex cases, who may be identified as "vulnerable" or "high risk", and for whom a MARAC (multi agency risk assessment conference) approach may be required.

- Welsh Government should work with third sector partners to explore how more formal advocacy for hate crime can be developed in Wales;
- The Welsh police forces should make a commitment to rolling out Multi-agency risk assessment conferences (MARACs) for hate crime across Wales to support high risk victims of hate crime, while also ensuring that the approach is tailored to meet the needs of each region. Considering the rural/urban dynamic in Wales, a "one size fits all" approach is unlikely to be appropriate. Police forces should also use the data generated by the All Wales Hate Crime Research Project to support the development of risk assessment tools for the hate crime MARACs;
- Police forces and social housing providers should ensure that hate crime victims are flagged as a special category, asked how

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- they want to be kept informed about their cases and referred to Victim Support and other support agencies;
- Social housing providers and social services should work with local hate crime partnerships and send representatives to multi agency meetings as required.
- Social housing providers should also ensure that housing allocation policies are sensitive to the issue of hate crime and that both victims and known perpetrators are flagged appropriately;
- The Crown Prosecution Service must ensure that when cases progress to court, victims are well informed about the Witness Service, special measures and their right to make a victim impact statement. The use of live links in courts which allow victims who reside/work in the local vicinity to attend a remote site and not a court building to give their evidence should also be explored for victims of hate crime;
- The role of third sector organisations and PCSOs should be explored in relation to providing more informal support and reassurance to victims of low-level, persistent incidents, (e.g. weekly phone call, or visit from neighbourhood PCSO).

8. More should be done to ensure that hate crime perpetrators are dealt with effectively and restorative approaches should be made more widely available in Wales

Our research shows that victims' overriding desire is for the hate incidents

to stop happening to them. They also want sanctions to be relevant to the offence committed and for perpetrators to recognise the impact of their actions. Many of our respondents emphasised the importance of education, indicating that restorative approaches should be used more widely and consistently. It is a concern, therefore, to find that there is currently very little restorative practice being undertaken in Wales. In particular, our findings suggest it's crucial that restorative options are discussed with victims early in the process because once the victim has started down the criminal justice route it may not be possible to take a restorative approach at a later date. Hate crime often reverberates beyond the individual to the wider family and community, and restorative approaches should reflect this by including options for family mediation and community conferencing.

- The Judiciary should ensure that all magistrates receive appropriate training about hate crime and that sentence enhancement options are being used for offences proved to be motivated by hostility;
- Convicted offenders should also undertake rehabilitative work relevant to the "hate" element of their offence. Wales Probation Trust should develop and pilot a Specified Activity Requirement (SAR) for offenders convicted of hate related offences;
- Social housing providers need to ensure that hate crime offenders are dealt with quickly and effectively and policies do not result in processes that "manage" the victim rather than deal with the perpetrators;
- Welsh Government should take the lead on

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- piloting a restorative justice programme in Wales with the new Hate Crime Criminal Justice Cymru Group. This should include a good practice guide and the development of a list of practitioners in Wales;
- Local Authorities should consider using Restorative Justice and Restorative Approaches, particularly working with schools (Cardiff Council is undertaking work that could be used as a model). We would recommend that restorative approaches should also be used more widely in schools to equip children and young people with the skills to manage and resolve conflict and enhance consequential thinking.

9. Robust systems for scrutiny need to be in place to ensure that organisations are complying with their hate crime policies and procedures

Our research indicates that it is imperative that hate crime reports are taken seriously, recorded appropriately, linked together and investigated thoroughly. Relevant organisations should have hate crime policies and procedures in place, but it's also important to ensure that organisations comply with these policies and procedures.

- Welsh Government should task its proposed new Hate Crime Criminal Justice Cymru Group with ensuring that the criminal justice agencies in Wales have robust monitoring systems in place.
- All public sector bodies should ensure that Annual Equality Reports on their Strategic

Equality Plans (SEPs) reflect the progress they have made on hate crime objectives

- Local Authorities should ensure that they have robust partnership arrangements with processes in place to monitor progress on the hate crime actions in their Strategic Equality Plans
- The Police and Crime Commissioners should ensure that they hold police forces to account for work on hate crime and consult with the public on this issue;
- Data from the proposed hate crime MARACs should be used by Welsh Government and criminal justice agencies to monitor services and support continuing improvement.

10. More empirical research needs to be undertaken on the experiences of specific groups in relation to hate crime perpetration and more randomised data is needed to gauge the prevalence of hate crime in Wales

The findings from the All Wales Hate Crime Research Project are comprehensive, but in the process of carrying out the research we have identified some areas that could benefit from more specific, targeted research. For example, the number of refugees and asylum seekers who participated in the research was relatively small, but it was clear that this group was severely impacted and very fearful of talking to us about their experiences. Gypsies and Travellers are another group that we think would benefit

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from a specific research project looking into their experiences of hate crime and support needs. The issue of “mate crime” (targeted exploitation and abuse of people with learning disabilities and mental health conditions) was raised in the interviews, but it is apparent that this is a very complex and under researched area that needs a specific research project. Our research provides some data on perpetrator characteristics from the point of view of victims, but more robust data on this subject would require research to be undertaken with hate crime offenders themselves.

- Welsh Government, higher education institutions, third sector organisations and criminal justice agencies should work together to identify funding opportunities to undertake further empirical research in relation to the following groups: refugees and asylum seekers, Gypsies and Travellers and victims of “mate crime”.
- We welcome Welsh Government’s review of the current literature with regard to hate crime perpetration and would recommend that it should be used to provide the basis for more empirical research on this subject (e.g. qualitative interviews with offenders);
- Welsh Government should consider ways to generate randomised data on hate crime prevalence in Wales. The best way to achieve this would be through establishing a Welsh Crime and Justice Survey similar to the Scottish Crime and Justice Survey. A question about hate crime could also be added to the National Survey for Wales.

Race Equality First



**“Working with you
to make equality a reality”**

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