



Home Office

## **Action Against Hate**

The UK Government's plan for tackling hate crime

July 2016



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Any enquiries regarding this publication should be sent to us at [HateCrimePolicy@homeoffice.gsi.gov.uk](mailto:HateCrimePolicy@homeoffice.gsi.gov.uk)

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# Foreword: Home Secretary



Hate crime of any kind, directed against any community, race or religion has absolutely no place in our society. I am pleased to publish this action plan to set out how the Government will tackle this divisive crime over the next four years. Together, the Home Office, the Department for Communities and Local Government, and the Ministry of Justice are acting to prevent hate crime, support victims, and prosecute the perpetrators.

The publication of this plan comes at a time when we are seeing an increase in reports of hate crime. In the days after the EU referendum, some European nationals were the targets of abuse, and representatives of other ethnic communities have reported anxiety about a climate of increased hostility towards people identified as foreigners. It is too early to be sure how widespread the problem is, but the trend is worrying. Our response is the same as for any other such crime: it is utterly unacceptable that people should suffer abuse or attacks because of their nationality or ethnic background. We must stand together against hate crime and ensure that it is stamped out.

It is heartening that the overwhelming response to such events has been to condemn them, and to stress the values and bonds that unite us. There is a tangible desire to show support for one another, and demonstrate that our society cannot tolerate such incidents.

The Government's commitment to tackling hate crime is underpinned by some of the strongest legislation in the world, which protects communities from hostility, violence and bigotry. This includes specific offences for racially and religiously aggravated activity and offences of the stirring up of hatred on the grounds of race, religion and sexual orientation.

It is imperative that those laws are rigorously enforced. Since coming into office, the Government has worked with the police to improve our collective response to hate crime. We asked the police to ensure that the recording of religious based hate crime now includes the faith of the victim, a measure which came into effect in April 2016. We have also established joint training between the police and Crown Prosecution staff to improve the way the police identify and investigate hate crime.

Alongside this training, the College of Policing, as the professional body for policing, has published a national strategy and operational guidance in this area to ensure that policing deals with hate crime effectively.

But we need to do more to understand the hate crime we are seeing and to tackle it. That's why we are publishing this new Hate Crime Action Plan, covering all forms of hate crime, including xenophobic attacks.

We have developed this plan in partnership with communities and departments across Government. It includes measures to increase the reporting of hate incidents and crimes, including working with communities and police to develop third party reporting centres. It covers work to prevent hate crimes on public transport, and it sets out how we will provide stronger support for victims.

Our country thrives precisely because of the rich co-existence of people of different backgrounds, faiths and ethnicities. And that rich co-existence is something we must treasure and strive to protect. Through this action plan, we hope to strengthen that protection over the coming years, to ensure we uphold the shared values that underpin the British way of life.

# Foreword: Secretary of State for Communities and Local Government



I'm proud of the work my department supports – and many councils lead on – in tackling hate crime.

Together, if we report every incident of hate crime, we can drive it from our streets. Tolerance is not something we can take for granted. It is a cornerstone of British values and one of the many reasons we are great.

That's why I'm proud to endorse this four-year plan which sets out the Government's commitment to tackling hate crime. My department's contribution is to help create the environment that prevents hate crime from happening in the first place – one of this plan's key objectives. We know that young people are the main victims and perpetrators of hate crime. To that end we have been able to contribute to a number of projects that are referenced here, including the Anne Frank Trust which works with young people from all backgrounds to challenge prejudice and hatred; Streetwise, which challenges so-called 'casual' anti-Muslim hatred and antisemitism in our school's playgrounds, and Tell MAMA, which monitors and supports victims of anti-Muslim hatred.

Countries from across the world look to the UK for the best ways to tackle hate crime – but while we're proud of this record, we cannot be complacent. There are still too many people in this country who are victims of hate crime. We need to be there for them – and this action plan sets out how we will do that.

# Chapter 1 - About the Hate Crime Action Plan

## The purpose of this Action Plan

This document sets out the UK Government's programme of actions to tackle hate crime until May 2020.

The Action Plan will be reviewed in 2018 to ensure that the commitments within it are being delivered as expected.

## Geographical scope

This Action Plan applies to England and Wales.

The Welsh Government's *Tackling Hate Crimes and Incidents: A Framework for Action* (2015) continues to take forward specific actions within Wales. The Welsh Government has been consulted on this Action Plan and there will continue to be engagement on non-devolved areas across Wales through the Hate Crime Criminal Justice Board Cymru.

While the Action Plan does not cover actions in Scotland and Northern Ireland, we will continue to work with the devolved governments to ensure that best practice is shared across the United Kingdom.

## Further information

Further information on the plan can be obtained from:

Hate Crime Action Plan

Home Office

3rd Floor Peel North West

2 Marsham Street

London

SW1P 4DF

[HateCrimePolicy@homeoffice.gsi.gov.uk](mailto:HateCrimePolicy@homeoffice.gsi.gov.uk)

## Accessibility

Please contact the Home Office (as above) if you require information in any other format, such as Braille, large font or audio. We can also offer a version of the Action Plan in Welsh.

## Chapter 2 – Executive Summary

1. Hate crime has a particularly harmful effect on its victims, as it seeks to attack an intrinsic part of who they are or who they are perceived to be: their race, religion, sexual orientation, disability or transgender identity. The previous Government's plan to tackle hate crime (*Challenge It, Report It, Stop It*, 2012) delivered real improvements in the way in which hate crime can be reported as well as improving understanding within the Police Service of the impact that hate crime can have on communities. Specific changes following that plan include:
  - the publication, for the first time, of detailed findings from the Crime Survey for England and Wales on the extent of hate crime victimisation in England and Wales;
  - an improvement in the police recording of hate crime – requiring police forces to capture data on recorded hate crimes under all five of the monitored strands, and publishing that data as Official Statistics;
  - the funding of a number of projects with voluntary sector organisations working with victims of hate crime under the Ministry of Justice's Victim and Witness Fund; and
  - amended legislation to provide for enhanced sentencing in a wider range of crimes, including for the first time a victim's transgender identity as an aggravating factor.
2. According to the independent Crime Survey for England and Wales, there were an estimated 222,000 hate crimes on average each year from 2012/13 to 2014/15. This represents a decrease of 56,000 since the previous period covered by the survey. However, despite an increase in the number of hate crimes recorded by the police – from 44,471 in 2013/14 to 52,528 in 2014/15 – the difference between police figures and the crime survey show that hate crimes continue to be significantly under-reported.
3. Hate crime victims are more likely to suffer repeat victimisation, more likely to suffer serious psychological impacts as a result, and less likely than the victims of other crime to be satisfied with the police response.
4. This Action Plan focuses five key areas to tackle hate crime from beginning to end – from understanding the drivers of hate crime and dealing with its causes to providing improved support to victims:
  - Preventing hate crime by challenging the beliefs and attitudes that can underlie such crimes. We will work to give young people and teachers the tools to tackle



hatred and prejudice, including through a new programme to equip teachers to facilitate conversations about 'difficult topics' and carry out a new assessment of the level of anti-Muslim, antisemitic, homophobic, racist and other bullying in schools to inform further action to reduce levels of such bullying. We will continue to work with community partners such as the Anne Frank Trust and Streetwise to deliver educational projects that help young people challenge prejudice and discrimination.

- Responding to hate crime in our communities with the aim of reducing the number of hate crime incidents. This includes the introduction of a £2.4m funding scheme for security measures at vulnerable faith institutions, measures to tackle hate crime on public transport and in the night-time economy by providing training, raising awareness and making reporting easier, and establishing three community demonstration projects to explore new ways of tackling hate crime in local communities. We will also take action against online hate crime, including a ministerial seminar with social media companies and counter-narrative work.
- Increasing the reporting of hate crime, through improving the reporting process, encouraging the use of third party reporting and working with groups who may under-report, such as disabled people, Muslim women, the Charedi community, transgender people, Gypsy, Traveller and Roma communities, and new refugee communities. We will work with the Crown Prosecution Service (CPS) to ensure that perpetrators are punished, and to publicise successful prosecutions to encourage people to have the confidence that when they report hate crime, action will be taken.
- Improving support for the victims of hate crime. We will continue to improve the use of Victim Personal Statements to ensure that victims of hate crime have their voices heard. The CPS will produce new guidance on community impact statements for hate crime, reflecting that hate crime can have an impact beyond individual victims and lead to increased feelings of isolation or fear across whole communities. And to improve the experience of witnesses at court, the CPS will conduct a joint review with the police of Witness Care Units.
- Building our understanding of hate crime through improved data, including the disaggregation of hate crimes records by religion. Our Extremism Analysis Unit will conduct a review into neo-Nazi networks and we will continue to develop our networks and relationships with academics to identify opportunities for collaboration, to ensure that we are able to learn from academic insights into hate crime and the ways of combating it.

5. Underlying the plan are two key themes – working in partnership with communities and joining up work across the hate crime strands to ensure that best practice in tackling hate crime is understood and drawn upon in all our work.

6. The actions set out in this document have been developed through discussions with those communities most affected by hate crime. It is those communities and the organisations that represent them that often respond to hate crime at the local level, working to tackle hate crime in their area and provide support to victims.
7. This Action Plan represents a partnership between the Government, the criminal justice agencies (the Police Service, the CPS, the courts and the National Offender Management Service) and community groups representing those affected by hate crime. It has been developed with the support of the Independent Advisory Group on hate crime.
8. Delivery of the Action Plan will be overseen by a project board that brings together the criminal justice agencies and relevant government departments as well as the Independent Advisory Group on hate crime.

# Chapter 3 - Introduction

9. Hate crimes are pernicious; they send the message that some people deserve to be targeted solely because of who they are or who they are believed to be. Such crimes have a deep impact on victims because they are targeted against some intrinsic part of their identity (their race, religion, sexual orientation, disability or transgender identity). Those who commit hate crimes also attack the fundamental values that underpin our diverse society, values of acceptance and respect for others. Through the spread of fear, abuse and violence, hate crime can limit people's opportunities, stopping them from enjoying the full benefits of our society and can lead to isolation and segregation.
10. The UK has one of the strongest legislative frameworks to tackle hate crime in the world. However, legislation can only ever be part of the answer. Unless people have the confidence to come forward, unless the police are equipped to effectively deal with these crimes, unless victims are properly supported and perpetrators brought to justice, and crucially unless we take action to tackle the attitudes and beliefs that drive these crimes, too many people will continue to suffer.

## Definition of hate crime

11. Any crime that is motivated by hostility on the grounds of race, religion, sexual orientation, disability or transgender identity can be classed as a hate crime.
12. A summary of the existing legislation on hate crime is at Annex A. There are three categories of hate crime in legislation:
  - incitement to hatred offences on the grounds of race, religion or sexual orientation;
  - specific racially and religiously motivated criminal offences (such as common assault); and
  - provisions for enhanced sentencing where a crime is motivated by race, religion, sexual orientation, disability or transgender identity.
13. In addition to the legislation covering hate crime, the College of Policing's *Hate Crime Operational Guidance* includes a detailed series of definitions that are relevant to hate crime. These cover a wider range of incidents than the offences set out above. The guidance is summarised at Annex A.
14. The UK approach to hate crime protects everyone equally – a victim from the majority population has the same rights to live their life free from abuse as does someone from a minority group. Our hate crime laws do not, for example, give any theology

precedence, but instead recognise everyone's right to believe and practice their chosen religion, free from targeted abuse. This same right extends to those who have no religion and those targeted for intra-religious hostility.

## Incidence of hate crime

15. The two main sources of information on the prevalence of hate crime are the independent Crime Survey for England and Wales (CSEW)<sup>1</sup> and Police Recorded Crime. According to the CSEW, there were an estimated 222,000 hate crimes on average each year from 2012/13 to 2014/15. This represents a decrease of 56,000 since the previous period covered by the survey. At the same time, the number of hate crimes recorded by the police rose from 44,471 in 2013/14 to 52,528 in 2014/15. This increase in recorded crime is welcome as it is likely to reflect improved police practice and victim confidence in coming forward to report crimes. Nevertheless, the difference between CSEW figures and Police Recorded Crime figures shows that hate crimes continue to be significantly under-reported.
16. We are unable to provide statistics on the prevalence of online hate crime as this is something that is relatively new to the way in which crime is recorded by the police. An 'online flag' was made mandatory in 2015 for all police forces, along with a clear definition of online crime, to improve the ability of forces to identify recorded crimes with an online element (such as harassment and hate crime). The Home Office is currently working with police forces to improve the consistency and quality of the data, and to determine when it will be ready for publication.
17. The CSEW shows that victims of hate crime are less satisfied by the response they receive from criminal justice agencies when compared with other forms of crime. Based on the combined 2012/13 to 2014/15 surveys, 52% of hate crime victims were very or fairly satisfied with the handling of the matter, a lower proportion than for victims of CSEW crime overall (73%). Hate crime victims were also more likely to be very dissatisfied (35%) with the police handling of the matter than overall CSEW crime (14%).
18. The combined 2012/13 to 2014/15 surveys show that victims of hate crime were also less likely to think the police had treated them fairly or with respect, compared with victims of CSEW crime overall. For example, in 59% of hate crime incidents the victims thought the police treated them fairly, compared with 81% of incidents of CSEW crime overall. Similarly, in 79% of incidents of hate crime, victims thought the police treated them with respect, compared with 89% of incidents of CSEW crime overall.

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<sup>1</sup> Corcoran H, Lader D, Smith K, *Hate Crimes, England and Wales, 2014/15*, Home Office Statistical Bulletin 05/15, October 2015.

19. Data from the CSEW indicates that hate crime victims are more likely to be 'repeat victims' and up to four times more likely to suffer more serious psychological impacts than are victims of non-targeted crime.
20. Data is also available on hate crimes and incidents in the devolved administrations, including the Scottish Crime and Justice Survey and the All Wales Hate Crime Survey conducted in 2013 by Cardiff University. This data shows a comparable picture to CSEW figures on numbers of hate crimes and incidents.

Research by the Leicester Hate Crime Project looks at the impact of 'everyday' incidents of name-calling and threatening behaviour that can be so damaging to physical and emotional well-being:

"Often it is the more violent and extreme acts of targeted hostility which attract media, political and academic attention while the experience and cumulative harms of the more 'ordinary' everyday forms of abuse, bullying and harassment go unacknowledged."

*"We're not just being targeted verbally and being given the cold shoulder, dirty looks and fingers. We're also getting something that has moved slightly further and is a bit more dangerous.*

*"I've had people when I walk past them spit at me and spit at the floor. You can see that it's a show of disgust."*

Veiled Muslim woman, quoted in the Leicester Hate Crime Project, *Findings and Conclusions*, 2014, page 15

## Race

21. Racial hatred accounts for 82% of hate crimes recorded by the police, the largest proportion of the five strands. Under current legislation, Sikhs and Jews are identified as members of a race as well as a religion, and police can record crimes against them as either racially or religiously motivated. In contrast, race hate accounts for 48% of hate crimes captured by the CSEW.

### Race

No of crimes reported in 2013/14:	37,466
No of crimes reported in 2014/15:	42,930
No of crimes prosecuted in 2014/15:	12,130

No of crimes prosecuted in 2015/16:	12,295
Successful outcomes in 2014/15:	10,123
Successful outcomes in 2015/16:	10,337
Conviction rate in 2014/15:	83.5%
Conviction rate in 2015/16:	84.1% <sup>2</sup>
Crime Survey for England and Wales estimate:	106,000

- 22. Race hate crime remains as the most significant strand of hate crime. While all hate crimes, whatever the motivation, are equally appalling, more resources are dedicated to race hate crime as it makes up the greatest number of experienced crimes.
- 23. Despite this numerical dominance, during the consultation for this Action Plan we heard concerns that the debate over emerging hostilities such as religion had meant that the national debate and focus on race hate had diminished. We will work with groups such as local Race Equality Councils to understand how we can ensure that those who advocate against race hate have their voices heard by those responsible for national and local hate crime responses.

A few days after the EU referendum, xenophobic graffiti was found scrawled across the doors of the Polish Social and Cultural Association in Hammersmith, west London. The local community were quick to offer their support to the centre through donations and messages, and leading politicians, including Government ministers, visited to pledge their support in tackling race hate crime such as this.

**Religion**

- 24. Religious hate crime accounted for 6% of hate crimes recorded by the police, but made up 17% of hate crime according to the CSEW. To give a clearer picture of

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<sup>2</sup> Data on hate crime has been drawn from the CPS Case Management System (CMS) and associated Management Information System (MIS), which, as with any large-scale recording system, is subject to possible errors with data entry and processing. The figures are provisional and subject to change as more information is recorded by the CPS. The CPS is committed to improving the quality of our data and from mid-June 2015 introduced a new data assurance regime which may explain some unexpected variance in future data sets.

The official statistics relating to crime and policing are maintained by the Home Office and the official statistics relating to sentencing, criminal court proceedings, offenders brought to justice, the courts and the judiciary are maintained by the Ministry of Justice.

religious hate crime, from April 2016, police forces in England and Wales have started to disaggregate data on religion-based hate crime.

<b>Religion</b>	
No of crimes reported in 2013/14:	2,269
No of crimes reported in 2014/15:	3,254
No of crimes prosecuted in 2014/15:	665
No of crimes prosecuted in 2015/16:	737
Successful outcomes in 2014/15:	557
Successful outcomes in 2015/16:	583
Conviction rate in 2014/15:	83.8%
Conviction rate in 2015/16:	79.1%
Crime Survey for England and Wales estimate:	38,000

25. Prior to the disaggregation of hate crime statistics by religion, community groups have worked to capture their own information on the prevalence of hate crime, supporting the police and communities to respond to emerging threats.
26. In particular, the Government recognises that antisemitism has not always been taken as seriously as other hate crimes in some parts of our society. Whether it is coming from the far right, the far left, Islamist extremists or any other part of society, it must be understood for what it is – and confronted.
27. The Community Security Trust's (CST's) *Antisemitic Incidents Report 2015* stated that 924 antisemitic incidents were reported to them in the 2015 calendar year. This was the third highest total ever recorded by CST and includes 86 violent antisemitic assaults.<sup>3</sup>

London, March 2015: A Jewish man was stopped in the street by the occupants of a passing car who asked him for directions. When he began to answer, a male occupant of South European appearance called him a “f\*\*king dirty Jew” and threw eggs at him.

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<sup>3</sup> Community Security Trust, *Antisemitic Incidents Report 2015*, February 2016, available at: [https://cst.org.uk/data/file/1/9/Incidents\\_Report\\_2015.1454417905.pdf](https://cst.org.uk/data/file/1/9/Incidents_Report_2015.1454417905.pdf)

Manchester, May 2015: A man was seen making a Nazi salute and shouting “Heil Hitler” in public. When a Jewish passer-by approached him to protest, the offender repeated his salute before punching the victim twice, knocking him to the ground.

London, July 2015: Five Jewish girls aged 14 and wearing Jewish school uniforms were at a shopping centre and then got onto a bus home. Three white girls of similar age followed them on to the bus and called them “Jew b\*tches” before punching one Jewish girl in the head and kicking another.

CST, *Antisemitic Incidents Report 2015*, February 2016, page 16

28. Anti-Muslim hatred is equally unacceptable in our society. Those individuals and organisations who create fear within and towards our Muslim communities are an affront to our society – and their stoking up of hatred and demonising of Islam do not belong in modern Britain. Freedom of speech, freedom of worship, democracy, the rule of law, and equal rights define us as a society. We are determined to promote these values actively, working in partnership with all faith communities to demonstrate what we have in common as the best defence against extremists who would seek to divide us.
29. Statistics from Tell MAMA indicate that 2,317 incidents of anti-Muslim hatred were reported to and verified by them (including reports shared by the Police) between 1 January and 31 December 2015 compared with 599 in 2014. A further 1,000 incidents were reported during the first four months of 2016.
30. Data on racially and religiously aggravated offences has shown that these incidents can spike around the time of terrorist attacks at home or abroad. This trend is also reflected among Muslim communities who have reported increased fear and tension within their communities in the aftermath of such events. In 2012, the Government established a Cross-Government Working Group against Anti-Muslim Hatred, bringing together members of Muslim communities to help respond to this issue.

## Sexual orientation

31. YouGov, commissioned by Stonewall, surveyed more than 2,500 lesbian, gay and bisexual people across Britain in 2013 to investigate their experiences of homophobic hate crimes and incidents. It found that hate crimes and incidents remain a serious issue in Britain with one in six lesbian, gay and bisexual people experiencing a homophobic hate crime or incident over the previous three years. Hate crimes based on sexual orientation represented over one in ten of hate crimes recorded by the police in 2014/15.



## Sexual orientation

No of crimes reported in 2013/14:	4,584
No of crimes reported in 2014/15:	5,597
No of crimes prosecuted in 2014/15:	1,240
No of crimes prosecuted in 2015/16:	1,384
Successful outcomes in 2014/15:	1,009
Successful outcomes in 2015/16:	1,151
Conviction rate in 2014/15:	81.4%
Conviction rate in 2015/16:	83.0%
Crime Survey for England and Wales estimate:	29,000

## Transgender identity

32. Hate crime statistics began to be recorded for hate crimes against transgender people in 2011/12. The Sussex Hate Crime Project at the University of Sussex told the Women and Equalities Select Committee inquiry on transgender equality:

*“Hate crime has significant impacts upon trans\* people’s emotions (fear, anxiety and anger) and behaviours (avoidance and proaction)... other studies have shown that trans\* people’s experiences of hate crime are marked by high levels of psychological trauma.”*

## Transgender identity

No of crimes reported in 2013/14:	557
No of crimes reported in 2014/15:	605
No of crimes prosecuted in 2014/15:	37
No of crimes prosecuted in 2015/16:	85
Successful outcomes in 2014/15:	28
Successful outcomes in 2015/16:	68
Conviction rate in 2014/15:	75.7%

Conviction rate in 2015/16:	80.0%
Crime Survey of England and Wales estimate:	unavailable <sup>4</sup>

**Disability**

- 33. There has been significant progress in the reporting and recording of disability hate crime since it was first included in national policy in 2008. Police records show an increase from 800 in the first year to 2,508 in 2015/16. Disability hate crime represented 5% of police recorded hate crimes in 2014/15. This is in contrast to the CSEW where disability hate crimes represented one-third of hate crimes.
- 34. The under-reporting of disability hate crime demonstrates the importance of more victims feeling able to come forward. The police must continue to identify disability hate crime correctly in their recording practices. The continuing challenges of reducing the harm caused by disability hate crime and its impact on victims were highlighted by the Equality and Human Rights Commission in its 2011 examination of the abuse of disabled people.<sup>5</sup>

<b>Disability</b>	
No of crimes reported in 2013/14:	2,006
No of crimes reported in 2014/15:	2,508
No of crimes prosecuted in 2014/15:	666
No of crimes prosecuted in 2015/16:	941
Successful outcomes in 2014/15:	503
Conviction rate in 2014/15:	75.5%
Conviction rate in 2015/16:	75.1%
Crime Survey of England and Wales estimate:	70,000

<sup>4</sup> This data is unavailable because within the CSEW there are too few transgender respondents to give an accurate estimate of the levels of hate crime affecting them.

<sup>5</sup> Equalities and Human Rights Commission, Hidden in Plain Sight, 2011  
<http://www.equalityhumanrights.com/legal-and-policy/our-legal-work/inquiries-and-assessments/inquiry-disability-related-harassment/download-inquiry-report>

## Progress in tackling hate crime

35. A 2014 assessment of the previous government's Hate Crime Action Plan found that the reporting of hate crime and the understanding of police and communities of the impact of hate crime had both improved. The actions focused on three main areas: preventing hate crime; increasing reporting and access to support; and improving the operational response to hate crimes. Specific actions taken as a result of the plan included:
- the publication, for the first time, of detailed findings from the Crime Survey for England and Wales on the extent of hate crime victimisation in England and Wales;
  - an improvement in the police recording of hate crime – requiring police forces to capture data on recorded hate crimes under all five of the monitored strands, and publishing that data as Official Statistics;
  - the funding of a number of projects with voluntary sector organisations working with victims of hate crime under the Ministry of Justice's Victim and Witness Fund; and
  - amended legislation to provide for enhanced sentencing in a wider range of crimes, including for the first time a victim's transgender identity as an aggravating factor.
36. The progress report also identified a number of continuing issues. These included the need to ensure that the Government took further action to tackle hatred online, including engaging social media companies and internet service providers. In May 2015, the Government appointed Baroness Shields as the Minister for Internet Safety and Security, with a remit that includes tackling online harassment and hatred.
37. The Government published its *Counter-Extremism Strategy* in October 2015. A key part of the strategy is to focus on all forms of extremism from Islamist to neo-Nazi, and the full range of harms that extremism causes – including the promotion of hatred and division among communities. This work will contribute to the Government's Hate Crime Action Plan, including the disaggregation of hate crime recording by different religions; support to those community groups who challenge divisive ideologies and build support for our shared values; and new legislation to disrupt the most harmful extremists in our communities.

## A plan for tackling hate crime

38. This Action Plan focuses on five areas for the next steps for Government and community partners to take to tackle hate crime:

- **Preventing hate crime** by dealing with the beliefs and attitudes that can lead to hate crime. We recognise the importance of preventing hate crime happening in the first place and are committed to challenging those attitudes that can lead to discrimination and divisions within our society.
- **Responding to hate crime in our communities** with the aim of reducing the number of hate crime incidents. We will focus on a number of settings that have emerged as high risk environments for hate crime, including public transport, the night-time economy and the internet.
- **Increasing the reporting of hate crime.** We will continue to work to make it easier for those affected to report incidents of hate crime including through third party reporting centres. To give victims the confidence that their complaints will be taken seriously we will work with the police and Crown Prosecution Service to publicise successes in prosecuting hate crime.
- **Improving support for the victims of hate crime.** Research has shown that hate crimes cause victims greater distress than similar crimes without the same motivation.<sup>6</sup> We will work to ensure victims are provided with timely and effective support both at the time of reporting their crime and through the criminal justice system.
- **Building our understanding of hate crime.** In order to tackle hate crime, we need to understand the scale and nature of the problem. We will improve the data the government collects on hate crime and work with academics and others to improve our analysis and understanding of the drivers of hate crime and how these can be addressed.

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<sup>6</sup> Iganski P, Lagou S, Hate crimes hurt some more than others: implications for the just sentencing of offenders, *Journal of Interpersonal Violence* 30(10), 2015: pp. 1696–1718.

# Chapter 4 – A plan for tackling hate crime

## Preventing hate crime

39. We will only be able to drive down hate crime by tackling the prejudice and intolerance that fuel it. Unless we work to challenge bigotry and to educate young people, hate crime will continue. This Action Plan includes support for a range of projects focusing on young people and forging good relationships between those from different backgrounds. This will involve working with communities as well as speaking directly to young people so as to empower them to tackle the views and opinions that can lead to hatred and bigotry. We believe that these early interventions will have an impact on reducing the level of support for groups that promote racism and other forms of hatred and intolerance.
40. It is vital that young people and teachers are given the right tools and skills to challenge hatred and prejudice from an early age. **Building on a Department for Communities and Local Government (DCLG) pilot project in Bradford, the Department for Education (DfE) will support a programme to equip teachers to hold debates and conversations with pupils on a range of difficult topical issues.** The programme is designed to give pupils the space in which to debate issues, to voice their concerns and to repeat what they have heard; teachers should listen and be ready to challenge when necessary. This will cover debates about extremism and fundamental shared values and will also be a chance to discuss issues concerned with equality, prejudice, hate crime and foreign policy. **DCLG will also support Streetwise to work with young people to tackle antisemitism and anti-Muslim hate crime.**
41. Providing educational materials is an important part of supporting schools in delivering these lessons to young people. The Crown Prosecution Service (CPS) has produced a resource pack for schools and teachers on hate crime in order to help teachers engage with their pupils on issues of hatred and intolerance. **The CPS will carry out a full refresh of these packs over the next three years.**
42. The Government has supported the Anne Frank Schools Programme, which has reached 55,000 young people, taking the poignant messages of Anne's life and diary to help students understand the damage caused by prejudice and hatred. We will continue to support the Anne Frank Trust to deliver its new programme, building on the strongest elements of the existing Ambassadors Programme. We will fund the new programme in **London and the West Midlands to challenge prejudice and discrimination and to inspire young people to become responsible community members who engage in social action.**

43. A survey of 253,755 children and young people in England in years 6, 8 and 10 found bullying to be widespread, with 46% of children and young people saying they had been bullied at some point while at school. In a survey carried out by the Department for Children, Schools and Families (DCSF) in 2006 of 34,428 pupils across four different age groups, virtually every single pupil of minority ethnic heritage had been verbally abused on the grounds of their ethnicity.<sup>7</sup> *The Teachers' Report 2014: Homophobic Bullying in Britain's Schools*, based on polling by YouGov for Stonewall, found that nine in ten secondary school teachers say students in their schools are bullied, harassed or called names for being – or being perceived to be – lesbian, gay or bisexual. **The DfE and the Government Equalities Office will assess the level of anti-Muslim, antisemitic, homophobic and other bullying in schools in order to understand the circumstances, and will further support projects and programmes to reduce levels of bullying.**
44. It is vital that we enable organisations which are working on the ground with victims of hate crime to work more effectively. **With the support of the police hate crime reporting portal True Vision, organisations such as the Sophie Lancaster Foundation and the National Holocaust Centre and Museum, DCLG will promote engagements with young people to reduce hostility, promote human rights and to share best practice across strands of hate crime.**
45. In order to improve journalists' understanding of minority groups, **DCLG will work with the Society of Editors, the Media Trust and the Independent Press Standards Organisation (IPSO) to update the 'Reporting Diversity' booklet**, which offers advice and practical help to journalists about how to rise to the challenge and avoid the perils and pitfalls of reporting community issues. This will cover communities in all strands of hate crime to ensure fair reporting.
46. **DCLG, the Department for Culture, Media and Sport (DCMS) and the Home Office will also work with IPSO to devise training to help journalists have a better understanding of Islam.**
47. Two key pillars of our Counter-Extremism Strategy are to build a partnership between all those opposed to extremism, promoting positive voices against hatred and division, and taking action to build more cohesive communities. To support this **we have created a new fund that will provide in-kind support to help community groups focused on tackling hatred and division to get their voices heard**, in their communities and online. Organisations will be able to bid for funding to support new programmes that tackle hate crime in their area, and provide evaluation to review the projects. **We will also provide grants to those working in communities to challenge prejudice** and promote the shared values that bind our country together.

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<sup>7</sup> DCSF, *Bullying around Racism, Religion and Culture*, 2006, page 37.

## Responding to hate crime in our communities

48. Hate crime has a devastating impact on individuals and communities. People have a right to feel safe as they go about their lives. We will work in partnership with community groups to drive down the number of hate crimes – whether on the streets, in community centres (including places of worship) or online.
49. To promote community-led solutions **we will fund three new community demonstration projects to explore innovative ways in which communities can respond to hate crime.** We will look for examples across different strands of hate crime and in different locations across England and Wales. We will seek to apply lessons from these projects across work to tackle all strands of hate crime where appropriate.
50. **We will work with community-based organisations which provide assistance to people who experience hate crimes based on sexual orientation and transgender identity to develop resources that specifically meet the needs of Lesbian, Gay, Bisexual and Trans communities.** We will share existing good practice, including across the LGB&T Hate Crime Consortium, made up of over 30 organisations working across England and Wales, and across criminal justice agencies, such as through the National Police Chiefs Council (NPCC) hate crime group.
51. **We will also disseminate to community-based partners the quality standards document that has been developed by the National LGB&T Hate Crime Partnership, providing a framework to assist organisations in identifying issues for improvement in tackling hate crime.** The project has also produced information resources that will be hosted on the True Vision website.
52. To help the police and others better tackle antisemitic and other forms of hate crime, we will work with the police to **create a database of symbols, slogans and flags that may be illegal because the organisations that use them are proscribed or incite hatred.** DCLG will lead on the creation of this database, and it will be shared with partners through the NPCC. This is one of **the recommendations made by the All-Party Parliamentary Group against Antisemitism** following its inquiry (February 2015) into the impact of the Gaza conflict on UK Jewish communities.
53. **DCLG will also continue to support the Antisemitism Working Group, the Anti-Muslim Hatred Working Group and the Gypsy Traveller Liaison Group** to ensure that the voices of those communities are heard.
54. Despite good progress since the last Action Plan, hate crime against disabled people remains a particular challenge. **We will look at current best practice examples in tackling disability hate crime and work with partner organisations and the police to promote safety for disabled people.**

## Security funding

55. Representatives from religious communities have raised concerns about attacks against mosques, gurdwaras, churches and temples. These range from graffiti to arson attacks and lead to feelings of vulnerability. In October 2015, the Prime Minister made a renewed commitment to tackling anti-Muslim hate crime and announced that new funding will be made available for the security of all faith establishments, including mosques. **In 2016, the Home Office will launch a £2.4m scheme for protective security measures at vulnerable faith institutions.**
56. There is a specific and defined threat to Jewish sites and interests in the UK. **We will continue our commitment to the security of independent and state-aided Jewish faith schools, synagogues and other Jewish community sites with £13.4m of funding in 2016/17.** This funding for Jewish communal locations is provided via a grant from the Home Office which is administered by the Community Security Trust (CST).
57. We have identified three further areas where hate crime is causing particular concern to communities and will take specific action in all three: public transport, the night-time economy and the internet.

## Hate crime on public transport

58. British Transport Police (BTP) recorded 1,993 racially motivated hate crimes across railways in England, Wales and Scotland and the London Underground in 2015, an increase of 37% over the previous five years.<sup>8</sup> There have been a number of high-profile anti-Muslim hatred incidents on public transport which caused concern within communities. Transport authorities have also identified that their staff are often the targets of hate crime perpetrators.

A woman admitted to racially abusing a pregnant Muslim woman on a bus in Brent, north London, after a video of the incident went viral. The woman called the victim and her two friends *“Isis bitches”* and accused them of having *“bombs up their skirts”* and shouted *“f\*\*\* off back to your own country”*.

She also threatened to kick the pregnant victim in the stomach so that she would *“never have children again”*. The outburst was witnessed by shocked passengers on the bus, including the perpetrator’s two-year-old daughter.

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<sup>8</sup> *The Guardian*, Race hate crimes reported on UK railways rise 37% in five years, 27 January 2016, available at: <http://www.theguardian.com/uk-news/2016/jan/27/race-hate-crimes-uk-railways-rise-37-per-cent-five-years>



The mother of three handed herself in to the police three days after the incident, after a member of the public posted the footage online. She pleaded guilty at Hendon Magistrates' Court to causing racially aggravated distress.<sup>9</sup>

59. To target hate crime on public transport through key actions, **we will work with BTP to ensure that the current system allowing passengers to report crime and incidents on the railway through text messaging is used to its full potential for hate crime reporting.** In the first three years since its launch, the system has been advertised widely and received over 32,500 texts. We want to ensure that victims feel able to report hate crime through this system, and we will work with BTP to get this message across.
60. **This will be supported through community-led advertising campaigns on public transport to raise awareness of all strands of hate crime.** Where community groups carry out awareness campaigns, the Home Office, the Ministry of Justice and DCLG officials will offer support with the design and targeting of the material.
61. **The NPCC will host a series of roundtable events with public transport providers and community groups,** to ensure that criminal justice agencies understand the problems on public transport; they will devise solutions to address these problems to ensure that public transport is safer for everyone.
62. The Home Office and the Department for Transport will further **work with local transport providers to ensure that bus drivers across England and Wales are fully equipped to challenge hate. This will include new guidance for drivers to support them when confronted with hate crime.**

### Hate crime related to the night-time economy

63. Over the last decade, in around half of all violent incidents the victim believed the offender(s) to be under the influence of alcohol. This proportion increases in incidents between strangers, in the evening and at night, at weekends, and in public places.<sup>10</sup> Those who work within the night-time economy frequently experience fraught and difficult situations when dealing with drunk and abusive customers, with many taxi drivers, restaurant workers and takeaway owners feeling especially vulnerable to racial harassment while carrying out their jobs.

*"I worked at a Chinese takeaway and had eggs thrown. You always have half-drunk people come in, and then they start, you know, throwing a tantrum. It could be broken glasses, broken windows or racist insults, all sorts."*

<sup>9</sup> Guardian, Woman in anti-Muslim bus tirade admits racial abuse, 19 October 2015, <https://www.theguardian.com/uk-news/2015/oct/19/woman-anti-muslim-bus-tirade-admits-racial-abuse>

<sup>10</sup> Home Office, *Modern Crime Prevention Strategy*, 2016.

64. Police forces, including Bedfordshire Police, have identified that attacks against taxi drivers are under-reported.<sup>11,12</sup> **We will review guidance on taxi licensing and training to ensure that taxi drivers are given the training they need to identify and report hate crime in the night-time economy.**
65. A College of Policing study into the use of body-worn video by police officers in London indicated that officers believe it helps to collect better quality evidence. **Police and Home Office officials will review existing use of body-worn video by police and investigate new ways to use this technology**, both for police and civilian staff in the night-time economy, to provide a deterrent against hate crime.
66. The Government is also working with partners in the night-time economy to address hate crime. It is important that people, whether customers or staff, feel safe. The Drinkaware Club Crew project aims to reduce drunken anti-social behaviour among 18-to-24-year-olds and keep them safe, through specially trained staff who work in bars and clubs. The Home Office is working directly with Drinkaware to ensure that training for the project includes information about hate crime, how to identify it and how to report it. This will be rolled out in the next phase of the project, with the potential to extend the training to licensees across England and Wales.

### Online hate crime

67. The growth of the Internet has brought many opportunities to communicate globally, share information and exchange views. However, it has also been exploited by those who seek to use it as a tool to spread hatred and target individuals and communities because of who they are or what they believe.
68. Of the 801 incidents of anti-Muslim hatred that were documented by Tell MAMA during 2015, 364 were online (73%). The CST recorded 159 antisemitic incidents that involved the use of internet-based social media in 2015, which represents 17% of the overall total of 924 antisemitic incidents recorded. The difference in proportions shown in these examples may represent different collection or reporting methods or a difference in the nature of hate crime against those groups.

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<sup>11</sup> Warrington Council Hate Crime Partnership, Newsletter, July 2013, available at:  
[https://www.warrington.gov.uk/download/downloads/id/5249/hate\\_crime\\_newsletter\\_july\\_2013.pdf](https://www.warrington.gov.uk/download/downloads/id/5249/hate_crime_newsletter_july_2013.pdf)

<sup>12</sup> Bedfordshire Police and Crime Commissioner's Office, 19 March 2016:  
<http://www.bedfordshire.pcc.police.uk/News-and-Events/Archived-News/2016/PR-290.aspx>

69. Research has also shown significant levels of online abuse based on gender.<sup>13</sup> The Revenge Porn Helpline received almost 4,000 calls last year.<sup>14</sup> The Government takes the issue of online hate crime abuse extremely seriously. What is illegal offline is also illegal online. We are committed to working with social media companies and internet providers to address this problem.
70. To find ways in which internet providers and social media companies can help improve the response to online hate crimes, the Government will convene a **ministerial seminar on hate on the internet that brings together victims' groups, stakeholders and industry representatives**. This will set out an approach with specific agreed actions to reduce the harm caused by online hate and to tackle online abuse.
71. The police will continue to develop True Vision – a dedicated hate crime portal which allows victims to report hate crime directly to their local police force from their own home, as well as providing information to victims and professionals. It received up to 16,000 visits a month and, in 2014/15, more than 4,300 complaints were made by the public. In particular, **more support will be provided to young people who are exposed to hate material online and targeted social media advertising will increase awareness of the portal**.
72. To give a clear picture of online crime, including online hate crime, the police are now required to flag whether a crime has an online element. We will work with police forces to improve the use of these online flags which will in future **give us a national picture of the levels of online hate crime**.
73. To respond to the challenge of online hate crime, the College of Policing has included **guidance to police and partners on responding to internet hate crime in its *National Policing Hate Crime Strategy and Hate Crime Operational Guidance***.<sup>15</sup> This guidance has been viewed or downloaded more than 15,000 times from True Vision, in addition to the physical documents that were circulated to individual agencies.
74. Following public consultation, **the Director of Public Prosecutions will publish guidance to prosecutors on prosecuting cases involving communications sent via social media**. This includes specific guidance on hate crime offences and the use of ancillary orders in preventing further offending. The CPS will continue to monitor the application of the guidance and consult on its contents and subsequent updates.

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<sup>13</sup> Bartlett J, Norrie R, Pate, S, Rumpel R, Wibberley S. *Misogyny on Twitter*, DEMOS, May 2014, available at: [http://www.demos.co.uk/files/MISOGYNY\\_ON\\_TWITTER.pdf](http://www.demos.co.uk/files/MISOGYNY_ON_TWITTER.pdf)

<sup>14</sup> The Independent, Reclaim the Internet campaign to tackle 'colossal' scale of online misogyny, 26 May 2016: <http://www.independent.co.uk/news/uk/home-news/research-reveals-colossal-scale-of-online-misogyny-a7049396.html>

<sup>15</sup> Available at: [http://www.report-it.org.uk/strategy\\_and\\_guidance](http://www.report-it.org.uk/strategy_and_guidance)

75. Improving the response of the criminal justice system to online hate crime will not be enough. The Government will work with individuals, community groups, the media and business to develop innovative solutions to tackle online hate, help victims report abusive behaviour and ensure a safe environment for everyone online.
76. **The Government has established an official government working group through the Violence against Women and Girls (VAWG) Strategy to tackle online VAWG. We will ensure that this is co-ordinated with our work to tackle online hate crime in all its forms.** The group will map current responses to online hate crime, share knowledge on what works and ensure that the Government's approaches to industry are co-ordinated and achieve the maximum impact and results.
77. At the same time, we will **continue to support the work of existing initiatives to tackle hate online, including through the Cyberhate Working Group**, established by the Inter-parliamentary Coalition for Combating Antisemitism<sup>16</sup> in order to engage with the internet industry. The group has successfully brought together UK parliamentarians, government and community representatives to work with many of the largest industry companies at executive level; this has led to a range of initiatives and policy changes, including best practice guidance.
78. As a result of the Counter-Extremism Strategy, the current Government set up a group that brings industry, government and the public together to agree ways to limit access to terrorist and extremist content online without compromising the principle of an open internet. Lessons have been learned from the Internet Watch Foundation (IWF), which has been successful in tackling child sexual exploitation content online. We will **work with this group to examine online hate crime**, and will use it as a forum to work with industry to develop effective approaches to hate crime, as well as extremism.
79. **We will provide funding to the No Hate Speech movement in the UK**, which offers support and training to young people to provide a counter-narrative to online hate and to provide support to victims and encourage reporting to hosts and authorities. We will ensure that any lessons learned are applied in other hate crime situations.
80. **To further protect young people online, we will work with organisations such as the UK Safer Internet Centre.** The centre provides educational and awareness-raising resources for children, parents, carers and teachers, a helpline for professionals working with children, and a hotline for reporting online criminal content.

## Increasing the reporting of hate crime

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<sup>16</sup> The Inter-parliamentary Coalition for Combating Antisemitism (ICCA) brings together Parliamentarians from around the world to lead the fight against resurgent global antisemitism. See: [www.antisem.org/home](http://www.antisem.org/home)

81. Throughout our consultations with hate crime victims and their advocates, we have been asked to ensure that all victims of hate crime feel empowered and encouraged to report hate crime, whether it be verbal abuse or a physical attack. In order to encourage reporting we need to show that, when a victim reports the incident or crime, action will be taken, the victim will be kept informed of any progress and should the matter go to court they will be informed of the outcome.
82. Many victims say that they do not report incidents to the police because the police do not take the issue seriously, or that verbal abuse is not that serious. Many victims have also said that because they cannot identify the perpetrator it is not worth reporting to the police. This, in turn, can lead to a greater acceptance of hate crime by the individuals affected.

A Worthing man has been found guilty of a transphobic public order offence after targeting his victim for more than two years. He was arrested following an allegation that he had verbally abused Lucy in Sheridan Road, Worthing, on July 7 last year.

Lucy explained to the court how he had engaged in similar behaviour towards her on around a dozen occasions for approximately two-and-a-half years. She said: *“The hardest thing was getting over my mistrust of the police and actually contacting them over the matter. The abuse had all got too much. I just wanted it all to stop so I could walk down the street without fear of being abused, for just living my life. I was surprised by how seriously the matter was taken, not just by the police, but by the courts. I was taken seriously throughout and now feel more confident in reporting matters to the police.”*

*Worthing Herald*, 11 February 2016

## Improving awareness of hate crime and third party reporting

83. Giving victims the opportunity to report hate crime without approaching the police directly – for instance to a third party such as a local charity – has been shown to improve the accessibility of the criminal justice system. Third party reporting helps victims to feel comfortable coming forward to receive the necessary support. It also offers more opportunities for reporting through different channels – including face to face, over the phone and online. **We will encourage third party reporting through targeted communications and advertising of True Vision, aimed at the communities with the highest rates of under-reporting. We will also offer advice to reporting centres and establish a best practice standards for reporting centres**, which will be available online.
84. A survey of third party reporting centres in 2014 showed that a wide variety of locations had facilities for reporting hate crime. These ranged from local government offices and libraries to fire stations and community organisations. To continue to promote a range of reporting centres, **we will work across government to identify**

**other locations, both in the public sector and outside, where third party reporting could be made available.**

85. Third party reporting centres can be particularly important for disabled people to report hate crime at locations accessible to them. We will continue to work with community groups to raise awareness of hate crime among disabled people and **increasing the availability of third party reporting centres, in particular at locations and through services that are used by disabled people.**
86. Those who are closest to disabled people are often well placed to identify and challenge hate crime. **The police will lead work with partners and disabled people's groups to develop resources targeted to raise awareness of hate crime among carers and families of disabled people to encourage reporting.**
87. We will take action to improve awareness and reporting across all strands of hate crime, particularly where there are low levels of awareness about what constitutes hate crime and what people can do about it. We will **work with community groups representing Muslim and Christian communities to raise awareness of hate crime and how it can be reported.** This will include visits to places of worship and community groups as well as targeted social media campaigns.

Four men allegedly attacked a 17-year-old youth because he was a committed Christian. Between July 2014 and May 2015 they assaulted the victim, including attacking him with a lit aerosol, taping a dummy to his mouth, binding him to a chair, threatening him on social media and binding him to a crucifix. Four men are currently on trial for anti-Christian hate crime offences.

National Churchwatch

88. Stakeholders have reported that Jewish people from the Charedi community are less likely than other sections of the Jewish community to report hate crimes to the authorities or to our partners such the CST. **We will work with the Charedi community to increase awareness, educate young people in the community as to what constitutes a hate crime and encourage reporting, including supporting youth groups with an education programme on what constitutes hate crime and how to report it.**
89. During our consultation, community groups and local police forces highlighted two further communities which faced barriers to reporting hate crime; the Gypsy, Traveller and Roma communities, and asylum seekers and refugees. **We will work with organisations already present in those communities to ensure that everyone has the opportunity and information needed to report hate crime.** This will include helping to establish third party reporting centres where they do not exist and helping to promote them where they do.



90. Kick It Out has worked with the CST and Maccabi GB on reporting antisemitism in football and has sent guidance to all professional clubs and stadia. **We will work with Kick It Out to develop a similar guide on anti-Muslim hatred and also on initiatives related to LGB&T hate crime, including homophobia, biphobia and transphobia.**
91. Community groups have told us that some people do not report hate crime because they believe there is little chance of a conviction. However, CPS statistics show that conviction rates for hate crimes are high when compared with similar crimes without the motivating factor. The CPS is committed to supporting efforts to raise awareness and increase confidence in reporting hate crimes across all communities. Guides describing what hate crime is and what to do about it are being prepared. These short guides will help inform individuals and advisers with a view, ultimately, to increasing reporting.
92. Our Cross-Government Working Group on Antisemitism is currently working with police and prosecutors to ensure that arrests and convictions related to antisemitism are publicised in order to reassure Jewish communities that government takes this issue seriously. **The CPS is committed to developing a hate crime communications strategy which will improve publicity about successful convictions for all strands of hate crime,** offering reassurance to communities that hate crime is taken seriously.

Saul Nyland, 25, from Whitworth, near Rochdale, was sentenced to six weeks in prison after pleading guilty to two counts of harassment at Liverpool Magistrates' Court. An extra two weeks were added to his jail term because the case was prosecuted as a hate crime.

He used social media to torment his 31-year-old victim, who has a severe speech impediment and some physical difficulties caused by a childhood accident.

In a personal statement to the court, the victim said the abuse was *"destroying his life"* and affecting his relationship. He also said he had stopped going out because of the taunts.

Lionel Cope, from Mersey-Cheshire Crown Prosecution Service, said after the hearing: *"Nyland targeted the victim and harassed him because of his disability."*

He added: *"Hate crimes will not be tolerated – they are malicious, create fear and ruin lives."*

*Manchester Evening News, 28 January 2016*

## Improving the police response to hate crime

93. While the data that the police provide on hate crime is improving, there are some gaps in knowledge, for instance on specific communities that are targeted. From April 2016, **police forces in England and Wales have started to disaggregate data on religion-based hate crime** in order to increase understanding, help forces tackle hate crime and bring the perpetrators to justice. The National Policing Lead will offer guidance to all forces to bring this about.
94. In advance of the publication of official statistics, **the National Policing Lead will carry out a retrospective review of religion-based hate crime data from 2015/16**, based on existing information in case files, to give a baseline for the figures as they stand before the improved recording.
95. Some forces have undertaken Proactive Recording Pilots, where crimes against disabled people are automatically considered to be hate crime, unless evidence is found to the contrary. **The National Policing Lead will assess these pilots to see if there is anything to be learned that will increase the recording of disability hate crime.**
96. The National Policing Lead and College of Policing have started to **identify training needs for officers that will lead to better understanding and recording of hate crime. They will then build a training package on completion of the review.**
97. Community groups have explained that victims often feel more confident in the police response when there is a hate crime liaison officer in place. **The National Policing Lead on hate crime will review the location and number of specialist hate crime police officers across England and Wales to ensure that resources are deployed in the most effective way for the public.**
98. **DCLG will work with partners to produce and distribute an updated version of the *Police Officer's Guide to the Holocaust* to be extended for all criminal justice professionals.** This will give guidance and information on how hatred can exacerbate tensions and lead to crime.
99. Different IT systems across the criminal justice system – from the Police Service to the CPS to courts to prisons – have meant that the systems can experience difficulties in sharing information, as what is flagged on one system may not carry across as flagged on another. **New IT systems that are being developed across the criminal justice system will enable government, the police, the CPS and the court system to share information to track hate crime offenders so that data is provided from initial charge through the courts to offender management.**



100. It is vital that perpetrators of hate crime are brought to justice in a consistent and fair manner. The **CPS will refresh its policy and legal guidance for prosecutors on racially and religiously aggravated crime.**

## Improving support for the victims of hate crime

101. The Crime Survey for England Wales (CSEW) has shown that hate crime victims were less likely to be satisfied by the police handling of the incident, 52% being very or fairly satisfied compared with 73% for crime overall.

102. We know that hate crime has a disproportionate impact on victims. Research has shown that victims feel more traumatised by hate crimes than equivalent crimes with no such motivation.<sup>17</sup> We need to ensure that victims are provided with timely and effective support both at the time of the hate crime and after.

103. Fire and Rescue Services across England and Wales already support victims of hate crime, from awareness-raising and third party reporting through to arson awareness and prevention services. As part of their prevention strategies, the **Home Office will work with Fire and Rescue Services to understand what role they can play in identifying victims and perpetrators of hate crime and what practical actions can be taken to ensure that, where identified, these issues do not go unaddressed.**

104. The multi-agency partnership CATCH (Community Alliance to Combat Hate), incorporating groups working across strands of hate crime, has established a hate crime advocacy pilot in London to help victims through the process of reporting hate crime and then following this through the criminal justice system. **Police and government will work with CATCH to establish a standardised hate crime advocacy role and ensure that victims are referred to the correct external statutory and voluntary agencies at the right time.**

105. The CPS Victim and Witness Satisfaction Survey, published in September 2015, noted that victims of hate crime were less likely to be satisfied with the final charges than average (64% compared with 66%) and more likely to say that they were not referred to victim support services but would have liked to have been (21% compared with 11%). More positively, victims of hate crime were more likely to be satisfied that the CPS took their needs into account (71% compared with 61%) and more likely to be satisfied that they were kept informed throughout (69% compared with 63%). **The CPS will undertake a further Victim and Witness Satisfaction Survey to ensure that it is providing the best possible service to victims.**

106. **The CPS will further ensure that victims have their voices heard by improving the use of Victim Personal Statements.** Hate crime not only has an impact on

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<sup>17</sup> Ignaski P, Lagou S, Hate crimes hurt some more than others: implications for the just sentencing of offenders, *Journal of Interpersonal Violence* 30(10), 2015: pp. 1696–1718.

individual victims, but can also lead to increased feelings of tension, isolation or fear within communities. To reflect this, **the CPS will produce guidance on community impact statements for hate crime**, to ensure that communities have their say on how hate crime has affected them.

107. The CPS will also work to improve the experience of witnesses at court. It will **conduct a joint review, with the police, of Witness Care Units, and will adopt new guidance for prosecutors – ‘Speaking to Witnesses at Court’**.
108. There can be specific challenges for disabled people who are trying to access the criminal justice system. To help address this, the CPS will **publish a policy statement covering crimes against disabled people**, and consider its implications for all relevant legal guidance. This will set out publicly the service standards that all disabled people who are victims or witnesses can expect when they seek a prosecution and attend court.
109. To enhance the support provided to prosecutors in identifying and prosecuting hate crime, the CPS will **refresh the policy and legal guidance on homophobic, biphobic and transphobic crime and racially and religiously aggravated crime**, providing more examples for use on the Crown Prosecution Service Knowledge Hub.
110. The Government continues to carefully consider the recommendations from the Law Commission review into hate crime legislation, *Hate Crime: Should the Current Offences be Extended?* The principal recommendation was that a full-scale review be conducted into aggravated sentencing and offences. The Law Commission made recommendations concerning better working of aggravated sentencing, and that the ‘stirring up’ hatred offences should not be extended. Should there not be a full review, the Commission recommended extending aggravated offences to cover hostility based on disability, sexual orientation and transgender identity as well as hostility based on race and religion. The Women and Equalities Select Committee has also made recommendations on extending legislation; the Government will consider these.
111. The Cross-Government Working Group on Antisemitism is working with police and prosecutors to ensure that arrests and convictions related to antisemitism are publicised in order to reassure Jewish communities that we take this issue seriously.
112. We will continue to **work with local Race Equality Councils to strengthen the voice of victims and advocates against hate crime**, and to ensure that their views are taken into consideration by local and national bodies.

## Building our understanding of hate crime

113. We will only be able to address hate crime if we understand its causes and effects. We already engage with academics on research into hate crime through the International Network for Hate Studies and through individual research studies that have taken place. By doing this, we have identified gaps in our knowledge about the connections between groups that advocate race hatred and about the motivation of perpetrators.
114. As there is an increase in the quality and quantity of data on hate crime, there is a greater amount of information that we can seek to gain from it. We will work with a consortium led by Sussex University and the Metropolitan Police Service to analyse data on recorded hate crimes to identify trends. This analysis will be shared across police areas.
115. As the understanding of hate crime increases, it becomes even more important that officials across government engage with those working in research to build the evidence base for policy interventions. We will continue to develop the relationship between government, academics and community groups to identify and encourage opportunities for collaboration. This will include working with the International Network for Hate Studies which has already commenced valuable research in this area. Through this work, we will better understand the nature of disability hate crime, including factors such as social isolation, residential status, poverty, education and employment.
116. We have already offered expert support and insight to researchers investigating the causes of hate crime. We will further support research into offender motivation, working with academics to build our understanding of perpetrators and their reasons for engaging in hate activity. We will support new research on the relationship between online hate and hate crimes in communities.
117. As well as academic research, we know that there is work being done by community groups in researching hate crime. DCLG will work with those groups to connect with research in areas such as hate against people who change their religion and anti-Christian hate crime.
118. The Extremism Analysis Unit is carrying out extensive research on a range of areas of extremism, including extreme-right groups who seek to incite racial and religious hatred. Policymakers will use this research, and commission further work, to build our understanding of the connections between neo-Nazi and extreme-right groups across Europe. This will help us to understand how such groups share information and support each other to promote hatred and sow civil disorder.

# Annex A – What is hate crime?

## Existing legislation

### Racially and religiously aggravated offences

These offences are limited to four offence groups - assaults, criminal damage, minor public order and harassment offences.

### Incitement offences

These crimes include the stirring up of hatred on the grounds of race, religion or sexual orientation.

In addition to the above there is a specific offence of Racist Chanting where the Football (Offences) Act 1991 makes it an offence to engage or take part in chanting of an indecent or racist nature at a designated football match

### Enhanced sentencing legislation

The enhanced sentencing provisions are provided for by Sections 145 and 146 of the Criminal Justice Act 2003. Section 145 requires the courts to consider racial or religious hostility as an aggravating factor when deciding on the sentence for any offence (which has not been identified as a racially or religiously aggravated offence as outlined above). Section 146 has the same effect for sexual orientation, disability or transgender.

In cases where the prosecution is able to prove that the offender was motivated by hostility towards a person's (actual or perceived) race, religion, sexual orientation, disability or transgender identity the court must treat that fact as an aggravating factor.

### The College of Policing's *Hate Crime Operational Guidance*: shared definitions established by the CPS and the Association of Chief Police Officers

Title	Definition	Included subjects
Hate motivation	Hate crimes and incidents are taken to mean any crime or incident where the perpetrator's hostility or prejudice against an identifiable group of people is a factor in determining who is victimised.	This is a broad and inclusive definition. A victim does not have to be a member of the group. In fact, anyone could be a victim of a hate crime.

<p>Hate incident</p>	<p>Any non-crime incident which is perceived, by the victim or any other person, to be motivated by a <b>hostility</b> or <b>prejudice based on a person's race</b> or <b>perceived race</b>, or</p> <p>Any non-crime incident which is perceived, by the victim or any other person, to be motivated by a <b>hostility</b> or <b>prejudice based on a person's religion</b> or <b>perceived religion</b>, or</p> <p>Any non-crime incident which is perceived, by the victim or any other person, to be motivated by a <b>hostility</b> or <b>prejudice based on a person's sexual orientation</b> or <b>perceived sexual orientation</b>, or</p> <p>Any non-crime incident which is perceived, by the victim or any other person, to be motivated by a <b>hostility</b> or <b>prejudice based on a person's disability</b> or <b>perceived disability</b>, or</p> <p>Any non-crime incident which is perceived, by the victim or any other person, to be motivated by a <b>hostility</b> or <b>prejudice against a person who is transgender</b> or <b>perceived to be transgender</b>.</p>	<p>Any racial group or ethnic background or national origin, including countries within the UK, and Gypsy and Traveller groups.</p> <p>Any religious group, including those who have no faith.</p> <p>Any person's sexual orientation.</p> <p>Any disability including physical disability, learning disability and mental health.</p> <p>People who are transsexual, transgender, transvestite and those who hold a gender recognition certificate under the Gender Recognition Act 2004.</p>
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<p>Hate crimes</p>	<p>A hate crime is any criminal offence which is perceived, by the victim or any other person, to be motivated by a <b>hostility or prejudice based on a person's race or perceived race</b>, or</p> <p>Any criminal offence which is perceived, by the victim or any other person, to be motivated by a <b>hostility or prejudice based on a person's religion or perceived religion</b>, or</p> <p>Any criminal offence which is perceived, by the victim or any other person, to be motivated by a <b>hostility or prejudice based on a person's sexual orientation or perceived sexual orientation</b>, or</p> <p>Any criminal offence which is perceived, by the victim or any other person, to be motivated by a <b>hostility or prejudice based on a person's disability or perceived disability</b>, or</p> <p>Any criminal offence which is perceived, by the victim or any other person, to be motivated by a <b>hostility or prejudice against a person who is transgender or perceived to be transgender</b>.</p>	<p>Any racial group or ethnic background or national origin, including countries within the UK, and Gypsy and Traveller groups.</p> <p>Any religious group, including those who have no faith.</p> <p>Any person's sexual orientation.</p> <p>Any disability, including physical disability, learning disability and mental health.</p> <p>People who are, or perceived to be, transsexual, transgender, transvestite and those who hold a gender recognition certificate under the Gender Recognition Act 2004.</p>
<p>Hate crime prosecution</p>	<p>A hate crime prosecution is any hate crime which has been charged in the aggravated form or where the prosecutor has assessed that there is sufficient evidence of the hostility element to be put before the court when the offender is sentenced.</p>	



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