



# VICTIM SUPPORT

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## Children and young people affected by hate crime in Wales

### Current provision of services

Tamar Dinisman and Ania Moroz  
March 2020



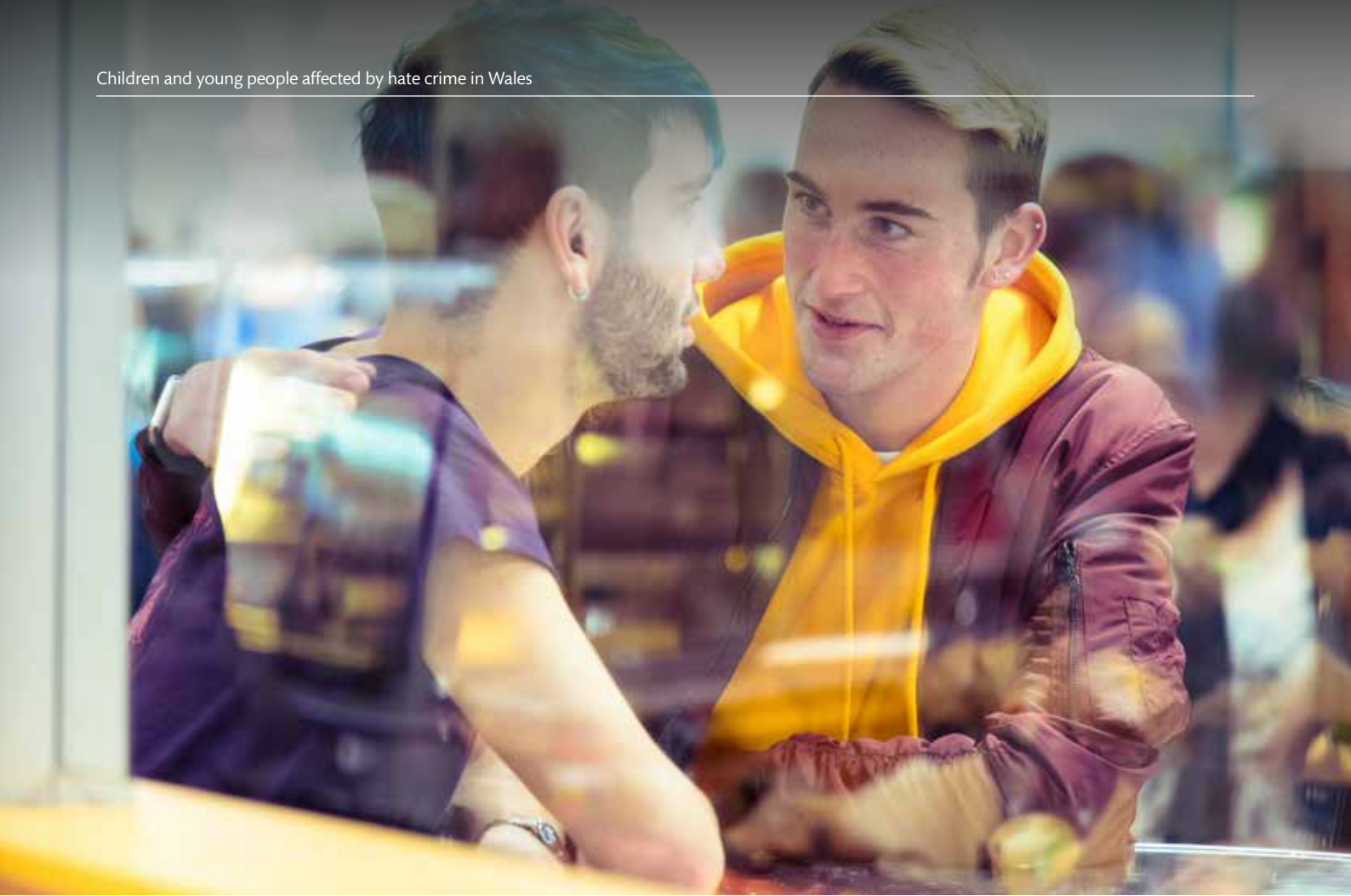
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# Acknowledgements

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## Introduction

Hate crime can be defined as “any criminal offence which is perceived by the victim or any other person, to be motivated by hostility or prejudice, based on a person’s disability or perceived disability; race or perceived race; or religion or perceived religion; or sexual orientation or perceived sexual orientation or transgender identity or perceived transgender identity”. These aspects of a person’s identity are known as protected characteristics.<sup>1</sup> Some people also include alternative subcultures as a protected characteristic<sup>2</sup> and misogyny as a hate crime.<sup>3</sup>

Hate incident is similar to hate crime in nature, but is a non-crime incident that is perceived, by the victim or any other person, to be motivated by hostility or prejudice based on a person’s protected characteristics.<sup>4</sup>

Data from various organisations show a rise in hate crime against children and young people (CYP) in recent years. In 2018, the NSPCC found that race hate crime against children reached a three-year high.<sup>5</sup> Similarly, data from 29 police forces in England and Wales illustrate a rise between 2015/16 and 2016/17 in the number of hate crimes reported to the police that took place at or near schools and colleges. More specifically, reported hate crime related to transgender identity showed a 167% rise, followed by sexual orientation (141% rise), disability (112%), ethnicity (48%), and religion or belief (37%).<sup>6</sup> Nevertheless, the actual figures of young victims may be much higher, as many hate crimes are not reported to the police.<sup>7</sup> These data only include hate crimes and not incidents.

Hate crime and incidents can take many forms, including physical violence, threats of violence, criminal damage, and verbal abuse or insults.<sup>8</sup> Additionally, young people are extremely vulnerable to hate incidents and crimes online. The rise of social media platforms has been accompanied by

an exponential increase in cyber hate. Research with young people aged 15–18 in Finland revealed that 67% were exposed to hate material online and 21% have fallen victim to hate crime online.<sup>9</sup> The popularity of social media also means that those targeted are unable to escape their attackers, even in the safety of their own home.

Despite being a growing social problem, the evidence about the effect of hate crime on young people is limited. Nevertheless, anecdotal evidence from the NSPCC's Childline shows that young people who have fallen victim to race- and faith-based bullying described feelings of isolation, while others had self-harmed or said they no longer wanted to go to school because they were worried about the abuse they would face.<sup>10</sup> More information about the effect of hate crime and incidents on young people is presented in the second section of this report, 'The impact of hate crime and incidents on CYP'.

In 2019, the Welsh Government's (WG) Equality Team initiated research on CYP (age 11–16) affected by hate crime in Wales. This report presents the findings from the first stage of the project, which focused on mapping and describing the current provision and the support in place for CYP age 11 to 16 affected by hate crime and incidents in Wales. It also aimed to highlight any gaps in provision. The first section of this report will present the current provision and gaps in services that were found. The second section will present the impact of hate crime and incidents on CYP based on practitioners' experience. A literature review, which summarises academic and non-academic reports on CYP affected by hate crime, is provided in the Annex.

## Methodology

Three methods were used to gather as much information as possible about the current provision of services and the support in place for CYP affected by hate crime and incidents in Wales: identifying all relevant services, an online survey to gather information from the services identified, and in-depth interviews with key practitioners. These data collection activities took place between August and December 2019.

**Identifying all relevant services:** To identify all relevant services, we used a web search and information from practitioners. We took a broad approach and looked at a wide range of services, including services for CYP, services for specific CYP and/or families (eg LGBT, ethnic minorities, and disabilities), services focused on hate crime and incidents, and from the education sector (eg school counsellors and/or welfare officers). UK nationwide services were also included in order to establish whether they offer services in Wales. Additionally, Victim Support National Hate Crime Report and Support Centre Wales, different teams in the Welsh Government, and the Anti-Bullying Alliance provided us with lists of relevant services they are connected with or commission. The initial list included 122 services that potentially have aspects of support for CYP affected by hate crime and incidents in Wales. We then identified the appropriate person/s in each of the services who would be able to provide us with information about the service.

**Online survey:** An online survey was sent to all the services that were identified in step one. The survey included questions about the support offered and provided by the service to CYP, their coverage, and their insights on the impact of hate crime and incidents, together with examples of services mitigating harm. In total, 35 services completed the online survey, from which 18 services were identified as providing some aspects of support to CYP affected by hate crime and incidents in Wales. Another 14 services told us they do not provide services to CYP on hate crime or do not provide services in Wales. We also identified three other services – 'BulliesOut', 'Ditch the Label' and 'EACH Helpline' – which provide bullying-focused services to CYP in Wales. However, since the scope of this research is hate crime and hate incidents, they could not be included in the report.

In-depth qualitative interviews with practitioners: To gain in-depth knowledge we conducted ten in-depth qualitative interviews with practitioners from key organisations. The interviews took place either over the phone or face-to-face. Eight of these organisations were identified based on the online survey and another two were directly contacted based on information provided by other services. Practitioners from the following services were interviewed:

- Barnardo's Blaenau Gwent Aware
- Meic
- Show Racism the Red Card Wales
- Travelling Ahead
- Umbrella Cymru
- EYST Wales
- Race Equality First
- Stonewall Cymru
- Travelling Ahead: EU Settlement Scheme (EUSS) support
- Victim Support National Hate Crime Report and Support Centre Wales.

All quotes presented in this report are from the practitioners who were interviewed. The quotes were anonymised to maintain the interviewees' anonymity.

While all efforts were made to reach every one of the relevant services, information was received from 37 out of the 122 services who were contacted. Therefore, we appreciate that this may not be a reflection on all services in Wales.

In addition, we conducted a literature review to gain a solid foundation of knowledge on hate crime and incidents among CYP, to provide context and an overview of past work done in the UK and abroad. This literature review is available in the Annex.



## Current provision and gaps in services

As shown in the Table on pages 8–17, 20 services were identified as offering some aspects of hate crime-related resources to CYP in Wales. Nevertheless, only three services – Victim Support, the Islamophobia Response Unit and Race Equality First – are dedicated hate crime services. Victim Support provides a range of support to parents or carers whose children are affected by all types of hate crime and incidents. Race Equality First has a range of services involving awareness raising in schools and in the community and a discrimination and hate crime casework officer who provides victims of hate crime with support, advice, advocacy and assistance in reporting the crime. The Islamophobia Response Unit is a platform for victims of anti-Muslim hate crime to report and share their experiences, and it offers legal support, advice and referral services to victims who use the platform. There are two other UK national reporting platforms – Tell MAMA (for victims of anti-Muslim hate) and the Community Security Trust (to report anti-Semitism) – for hate crimes and incidents, but they did not respond to our enquiry about the services they provide. Therefore, it is unknown whether these platforms are available to CYP in Wales.

## Services offering some aspects of hate crime related resources to CYP in Wales

Name of the service	Organisation	Location/s	Intervention type and method of delivery	Scope and activities	Service users	Protected characteristic/s	Provide outreach service	The service is by contract or limited in time	
1	National Hate Crime Report and Support Centre Wales	Victim Support Cymru	National service (throughout Wales)	Hate crime-focused service	Provides a range of free and confidential support (emotional, advice, information, advocacy and practical support) to parents or carers whose children are affected by hate crime and incidents. Also provides training to practitioners and promotes awareness	Parents or carers whose children are affected by hate crime	All characteristics	Yes – support is provided at outreach locations	Yes, until 31/03/2021
2	Islamophobia Response Unit (IRU)	MEND – Muslim Engagement and Development	Cardiff, Swansea and Newport	Hate crime-focused service	The IRU collects and monitors data on Islamophobia. It is a platform for victims to report and share their experiences. Also offers legal support, advice, and referral services. Support is provided on the phone or face-to-face	CYP and parents from the Muslim community	Race, colour, ethnic origin, nationality or national origin	Yes – visits schools, has exhibitions about Islamophobia. Delivers workshops or assemblies	No
3	Race Equality First	Race Equality First	Hate crime caseworker in Cardiff, Swansea, Newport, Vale of Glamorgan. School work and other information, advocacy and awareness raising – national	Hate crime-focused service Awareness raising/activities in schools	1. A discrimination and hate crime casework officer provides victims of hate crime with support, advice, advocacy and assistance in reporting the crime 2. Workshops in schools to raise awareness for hate crime 3. Ongoing work in the community to raise awareness for hate crime and provide information, advice and advocacy. Mainly works with communities of ethnic/cultural minorities	CYP, parents and adults	All characteristics, but mainly race, colour, ethnic origin, nationality or national origin, religion or belief	Caseworker – Not currently. Other aspects of the service are promoted through events in the community	1. The hate crime caseworker – until 01/04/2021 2. Workshops in schools are funded by the Welsh Government 3. The ongoing work is not contracted
4	Travelling Ahead	Travelling Ahead	National service (throughout Wales)	General (not hate crime-specific) services for a vulnerable group/community	Works with the Gypsies, Roma and Traveller community. Provides a range of services: advice, advocacy, rights, participation and tackling hate crime and discrimination. For hate crime and discrimination: mainly raises awareness, encourages and helps people to report and signposts them to the correct organisations, mainly Victim Support and Community Cohesion officers	Adults and CYP from Gypsy Roma and Traveller communities	Race, colour, ethnic origin, nationality or national origin	Yes – reaches out and meets people wherever needed	Yes, until 01/03/2020



	Name of the service	Organisation	Location/s	Intervention type and method of delivery	Scope and activities		Service users	Protected characteristic/s	Provide outreach service	The service is by contract or limited in time
5	Travelling Ahead: EU Settlement Scheme (EUSS) support	Travelling Ahead	A national service (throughout Wales)	General (not hate crime-specific) services for a vulnerable group/ community	Service for the <b>Roma community</b> in Wales. 1. Provides a range of services to young people and adults from the <b>Roma community in schools and in the community to promote their engagement with the wider community</b> and to empower them. <b>Also, can assist around issues of discrimination and hate crime by providing information, advice and advocacy. Signposts to other organisations and assists in accessing their services</b> 2. Supports people in applying to the EU Settlement Scheme and protects their rights post Brexit		CYP and adults from the Roma community	Race, colour, ethnic origin, nationality or national origin	Yes – reaches out and meets people wherever needed	Yes, until 31/03/2020
6	Council Community Cohesion coordinator	The Welsh Government's Community Cohesion Programme	Swansea and Neath Port Talbot County	General (not hate crime specific) services for a vulnerable group/ community	<b>Assists in identifying and mitigating community tensions, including those related to hate crime. Regular engagement with groups vulnerable to harassment and monitoring community tensions. Community Cohesion officers provide advice, information, guidance and support, help in reporting hate crime and hold workshops in schools</b>		CYP and parents	All characteristics	Yes – support is provided where needed: eg in community centres, schools, youth centres and victims' homes	Yes, until 30/04/2020
7	SNAP Cymru	SNAP Cymru	A national service (throughout Wales) with some areas purchasing only one or two of the services offered	General (not hate crime specific) services for a vulnerable group/ community	Offers free and independent information, advice and support and training to help get the right education for CYP with all kinds of special educational needs and disabilities. <b>In regard to hate crime – the service scope is not specifically aimed at victims of hate crime, but often meets victims through its work and provides support as needed, including working with the CYP, family and the school</b>		CYP with special educational needs and disabilities and their parents	Mainly disability	Yes – travels to homes and schools	Yes, until 31/03/2020

	Name of the service	Organisation	Location/s	Intervention type and method of delivery	Scope and activities		Service users	Protected characteristic/s	Provide outreach service	The service is by contract or limited in time
8	Mermaids	Mermaids	The helpline is a national service (throughout Wales)	General (not hate crime-specific) services for a vulnerable group/ community	Mermaids provides a <b>helpline aimed at supporting transgender youth</b> up to and including the age of 19, their families and professionals working with them. <b>While not focused directly on hate crime, the helpline offers emotional support, information and advice, signposting to training and resources.</b> Youth and parents' forums and training for professionals are also provided		Transgender CYP and their parents	Gender identity and sexual orientation	No	No information
9	Media Academy Cardiff (MAC)	Media Academy Cardiff (MAC)	Cardiff	General (not hate crime-specific) services for a vulnerable group/ community	Media Academy Cardiff runs many diverse projects across South Wales. <b>Works with young people who are not in education, training, learning or employment, using diverse media.</b> Provides support around hate crime when needed		CYP 11+, mainly those who are not in education, training, learning or employment	All characteristics	Yes – sees CYP in communities and in their own homes	Yes, until 01/05/2022
10	Drop-in community centre – Chinese in Wales Association	Chinese in Wales Association	Swansea	General (not hate crime-specific) services for a vulnerable group/ community	<b>A drop-in community centre that provides</b> language, advocacy, and case referral. They also organise social and educational activities. <b>While not focused directly on hate crime they can provide support, advice and referrals</b>		CYP and parents from the Chinese community	Race, colour, ethnic origin, nationality or national origin	Yes – provides advocacy and organises activities in various places	No
11	EYST Wales	EYST Wales	South-East Wales. Mainly around Cardiff, Swansea and Newport	General (not hate crime-specific) services for a vulnerable group/ community  Awareness raising/ activities in schools	Runs services in three main areas – religious extremism, far-right extremism, child exploitation. <b>Workshops and training for young people to raise awareness on risks and develop their resilience. And one-to-one work with BME CYP at risk related to their identity, religion and relationships.</b> Work does not focus directly on hate crime – <b>as part of the workshops, awareness is raised on racist perception and prejudice, negative feelings on migrants, use of language.</b> Does not support CYP around hate crime, but <b>experiences of such can come up in the one-to-one work</b>		CYP aged 11–25	Race, colour, ethnic origin, nationality or national origin	Yes – goes to locations if requested by schools and other organisations	Yes, a 3-year-long project ended in December 2019. Funded for additional work on anti-racism by the Welsh Government

	Name of the service	Organisation	Location/s	Intervention type and method of delivery	Scope and activities	Service users	Protected characteristic/s	Provide outreach service	The service is by contract or limited in time
12	Stonewall Cymru	Stonewall	A national service (throughout Wales). Nevertheless, the work in schools depends on schools commissioning the service	General (not hate crime-specific) services for a vulnerable group/ community  Awareness raising/ activities in schools	<ol style="list-style-type: none"> <li>1. <b>Information service for LGBT+ CYP and their parents, including information about hate crime. Signpost service to other organisations</b></li> <li>2. Empowerment programme not directly tackling hate crime issues. <b>LGBT+ role models go into schools to talk about their experiences; these might include hate crime and discrimination, which will raise awareness on those issues</b></li> <li>3. <b>Anti-bullying campaigning to raise awareness about LGBT+ hate issues and how to tackle it via materials sent to schools</b></li> <li>4. <b>Training for teachers to promote LGBT+ inclusion, tackling LGBT+ bullying and hate crime</b></li> <li>5. Working with schools on their <b>policy on LGBT+ and LGBT+ hate crime</b></li> <li>6. <b>Policy work with Estyn</b> (Her Majesty's Chief Inspector on Education and Training in Wales) on how to inspect and monitor LGBT+ inclusion, LGBT+ hate crime and bullying</li> </ol>	Young LGBT+ people and their parents, secondary school teachers and schools	Gender identity and sexual orientation	No	Yes, the information service is funded by the Welsh Government currently until 30/04/20
13	All Wales School Liaison Core Programme (AWSLCP) SchoolBeat	AWSLCP	A national service (throughout Wales)	Awareness raising/ activities in schools	<b>Delivers lessons and assemblies in schools focused on crime prevention.</b> In addition to lessons, School Community Police Officers also deliver short presentations and assemblies; one of the topics covered is hate crime awareness raising	CYP in schools aged 5-16	All characteristics	No	Yes, until 31/03/2020
14	Show Racism the Red Card Wales	Show racism the Red Card Wales	A national service (throughout Wales), but predominantly commissioned in South Wales	Awareness raising/ activities in schools	Provides <b>anti-racism education in schools</b> and other settings. <b>Mainly workshops, training and longer-term projects for transformational change.</b> Usually a one-off workshop lasting up to a day	CYP and professionals	Race, colour, ethnic origin, nationality or national origin, religion or belief	No	Predominantly funded by councils and a Big Lottery Fund grant, which will come to an end on 16/09/2020
15	Barnardo's Blaenau Gwent Aware	Barnardo's	Blaenau Gwent	Awareness raising/ activities in schools	<b>Provides workshops and assemblies for young people in secondary schools, raising awareness of hate crime motivated by disability.</b> Runs focus groups with CYP in schools to <b>produce a teaching resource on hate crime motivated by disability to be rolled out</b> across schools in Blaenau Gwent	Secondary school children	Disability	No	Yes, until 31/03/2020

	Name of the service	Organisation	Location/s	Intervention type and method of delivery	Scope and activities	Service users	Protected characteristic/s	Provide outreach service	The service is by contract or limited in time
16	Project SELMA (Social and Emotional Learning for Mutual Awareness)	SWGfL	Toolkits and resources are available online	Awareness raising/ activities in schools	A two-year project co-funded by the European Commission that aimed to <b>tackle the problem of online hate speech by promoting mutual awareness, tolerance, and respect</b> . Provides toolkits and resources for teachers and other professionals working with CYP, mostly for the school setting	Mostly teachers (and other professionals) working with CYP	All characteristics	No	Ended on 31/12/2019
17	Meic	Run by a partnership of five organisations (Children in Wales, Tros Gynnal Plant, Voices from Care Cymru, National Youth Advocacy Service and ProMo-Cymru)	A national service (throughout Wales)	General service (not hate crime-specific) solely for CYP	Free, confidential and, if desired, anonymous, <b>information, advice and advocacy. Bilingual helpline service for CYP across Wales. Delivered every day</b> between 8am and midnight by phone, instant messaging or text. <b>A universal and child-led service</b> covers anything and everything CYP wish to talk or need information about. Provides information, signposting to other services and access to an independent professional advocate. <b>Not focused on hate crime but able to provide services for victims – however, rarely contacted about hate crimes</b>	CYP up to 25 years old	All characteristics	No	Yes, will go to tender on 31/03/2020
18	Emotional Wellbeing Service	Change Grow Live	Cardiff and the Vale of Glamorgan	General service (not hate crime-specific) solely for CYP	<b>Provides early intervention for emotional wellbeing in CYP.</b> Does not specifically offer work around hate crime but provides therapeutic groups and one-to-one support in which hate crime can be brought up	CYP aged 10–18	All characteristics	Yes – in GP surgeries, schools, homes, any community venue	The service is commissioned but no information on end date
19	Umbrella Cymru	Umbrella Cymru	In general available throughout Wales, but the fact that the organisation is based in South-East Wales is reflected in the higher proportion of service users from South Wales. Different support available to those from North Wales (may not include one-to-one support)	General service (not hate crime-specific) solely for CYP	<b>Provides support for young LGBT+ people, not focused on hate crime but can cover hate crime, LGBT+ violence and abuse.</b> The service is flexible in terms of the services provided, times and duration. Depending on the needs of the young person, can provide one-to-one support, family support, work and training in schools and advocacy. <b>Support is provided by social work students</b>	LGBT+ CYP, mainly secondary school children	Gender identity and sexual orientation	Yes – meets the service users where needed. Occasionally attends events to promote the service	No
20	Childline	NSPCC	Throughout the UK	General service (not hate crime-specific) solely for CYP	<b>A 24/7 free, confidential phone and online service for CYP,</b> provided by trained staff and volunteer counsellors. <b>Not specifically for hate crime but can provide support for CYP affected by hate crime</b>	CYP under 19	All characteristics	No	No

As can be seen in Figure 1 below, out of the 20 services identified, nine address all protected characteristics, six services focus on race, colour, ethnic origin, nationality or national origin, another three services are devoted to gender identity and sexual orientation, and an additional two services to disability.

## Protected characteristics addressed by the services

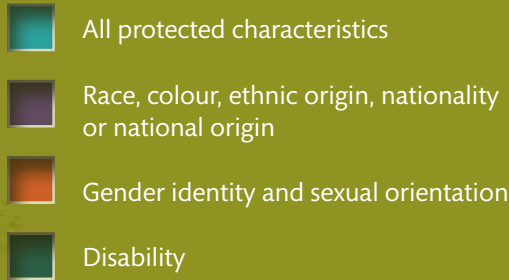


Figure 1

Two aspects were used to present and discuss the current provision and gaps in services: 1) intervention type and method of delivery, and 2) geographical coverage.

In addition, while the way that hate crime and incidents are being dealt with by schools in Wales was out of the scope of the current stage of this research, it was raised as an issue by a significant number of the practitioners who were interviewed for this report. Therefore, to raise awareness of this matter and to encourage further exploration, we have included the practitioners' views on this issue in this report.

## 1. Intervention type and method of delivery

### Current provision

Looking at the method of delivery used by the 20 services (Figure 2 below) that were identified, 13 services provide direct face-to-face and phone support to CYP, another three services – Meic, Childline and Mermaids – are helplines where services are provided solely by phone or online, and a further seven services provide workshops and other school-based activities<sup>i</sup>.

## Method of delivery

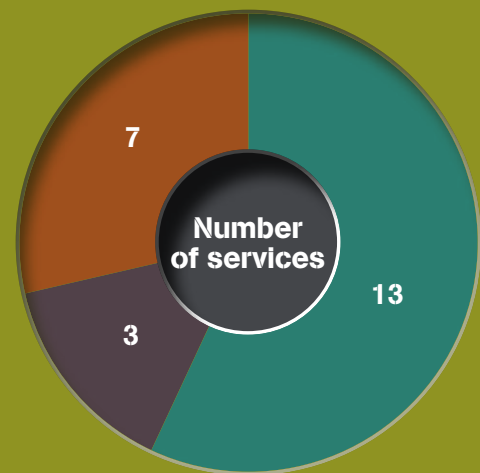
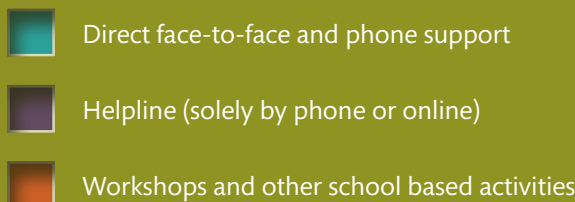


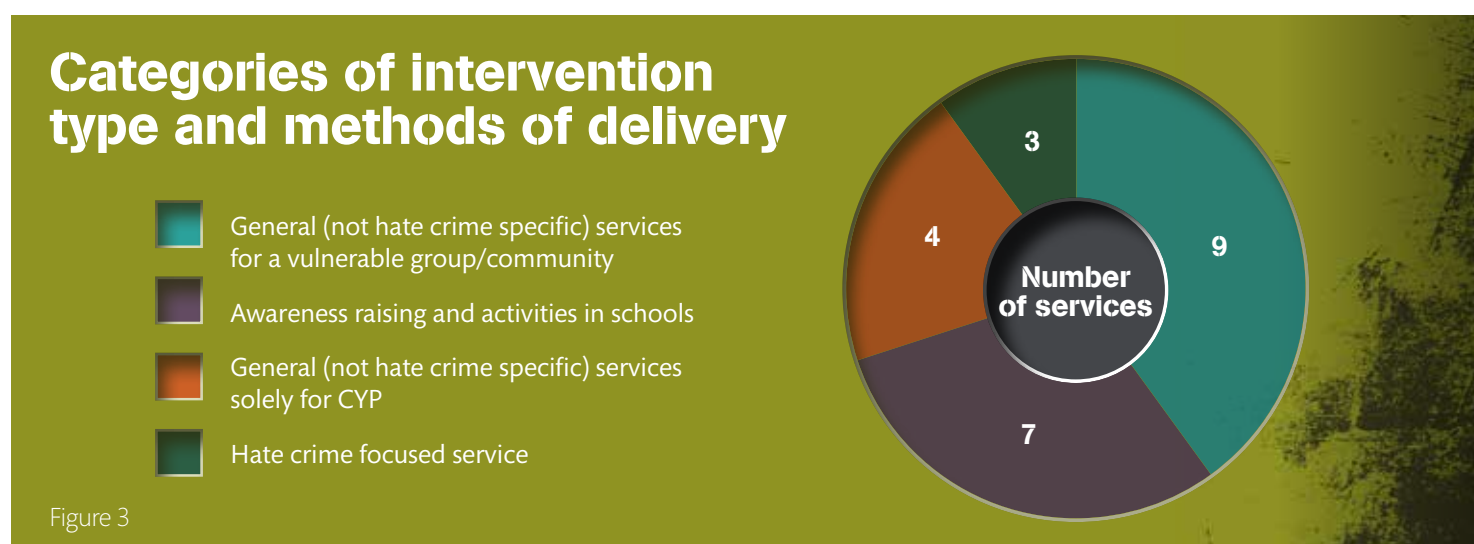
Figure 2

<sup>i</sup> The total sum is greater than 20 since three services – Race Equality First, EYST Wales and Stonewall Cymru – provide both face-to-face and school workshops.

We further identified four main categories of intervention type and method of delivery that can be used to classify the 20 services (while this is a crude division, it allows us to highlight the main aspects and services available to CYP affected by hate crime and incidents in Wales):

1. General (not hate crime-specific) services for a vulnerable group/community
2. Awareness raising and activities in schools
3. General (not hate crime-specific) services solely for CYP
4. Hate crime-focused services.

The classification into the four main categories of intervention types and methods are presented in Figure 3 below. Three services – Race Equality First, EYST Wales and Stonewall Cymru – have more than one main intervention type and method. EYST Wales and Stonewall Cymru are included in both general (not hate crime-specific) services for a vulnerable group/community and awareness raising and activities in schools. Race Equality First has both awareness raising and activities in schools and hate crime-focused services.



The first category includes general (not hate crime-specific) services that support a vulnerable group or community. Nine services are included in this category: Travelling Ahead, Travelling Ahead: EUSS support, SNAP Cymru, Mermaids, Media Academy Cardiff (MAC), Drop-in community centre – Chinese in Wales Association, EYST Wales, Stonewall Cymru, and the Council Community Cohesion coordinator from Swansea and Neath Port Talbot County<sup>ii</sup>.

While these nine services are very different, they are all aimed at a specific vulnerable group or community and provide a range of services to meet the needs of this group or community. These services are not hate crime-specific, but while supporting people from vulnerable groups and communities they come across CYP from these groups who are affected by hate crime and incidents. In these cases, they will offer support, information, advice, advocacy, signposting and assistance in reporting, at various levels depending on the capabilities and characteristics of each service. Mermaids is an exception, given that it is a helpline; all the other services also offer face-to-face meetings to their services users.

<sup>ii</sup> There seem to be differences in the services provided by Council Community Cohesion coordinators in the different counties. We contacted the coordinators of all eight counties in Wales, but only three coordinators – in Swansea and Neath Port Talbot, Isle of Anglesey, and Carmarthenshire – responded to our request for information, and of these only the Swansea and Neath Port Talbot County coordinator provides support to CYP on hate crime and incidents. It is thus unclear what service is provided in the other five counties who did not respond to our request for information.

We encountered a few examples of how this type of service can mitigate the harmful effect of hate crime by empowering CYP, assisting them on how to respond to incidents and helping them to report hate crime and incidents:

*“[We offer] Help to young people to talk about it to someone in a more in-depth way. When you have conversations with them you learn about incidents when they got into fights and things like that, around their [protective characteristics] and you can have a more considered dialogue around it and their responses. They do not know how to respond, they need to be empowered to respond in a different way, and how to report it. A lot of people do not think the police will take them seriously. Also, we as an organisation get a sense where things are happening.”*

*“We hold youth forums that give the children the opportunities to learn how to report hate crimes, this gives children the tools to feel able to report.”*

*“[We] Raise awareness of hate crime within the community. Help break language barrier to report hate crime. Refer to the support they could access.”*

Others acknowledged the strength of providing information that is relevant to the specific group of service users:

*“The main strength of the service is that it is an avenue where LGBT+ people being affected by hate crime, discrimination or injustices can call us and have an LGBT+ specific approach to [the] services that can help them in those areas. Enabling people to have the information that they need regarding support services.”*

The second category of intervention type and method includes services in which the focus is on awareness raising and activities in schools. Seven services were identified as offering activities in schools and aim to raise awareness on hate crime and related issues, such as racist perception and prejudice, anti-racism education, and LGBT+ hate issues. These are: the All Wales School Liaison Core Programme (AWSLCP) SchoolBeat, Barnardo’s Blaenau Gwent Aware, EYST Wales, Project SELMA, Race Equality First, Show Racism the Red Card Wales, and Stonewall Cymru.

These services deliver a range of school-based lessons, workshops and assemblies and also produce teaching resources and toolkits. The practitioners emphasised that these activities mitigate the harmful effect of hate crime by increasing the CYP’s understanding of issues of hate crime, and their ability to recognise it and themselves as victims and/or perpetrators:

*“Children will have an understanding of the language that they can use and often they will be using this language not knowing that they are offensive and afterwards [the workshop] there will be a change to their understanding of what racism is and being able to recognise it. Also challenging stereotypes and creating an environment where young people challenge their views and can open up about things.”*

The practitioners told us how the work in schools helps victims identify themselves as victims of hate crime and reach for help. In some cases, it can be the start of a process that will stop the abuse and provide support for the child; however, it is dependent on the willingness of the school to take those actions:

*“There was one child who’s been [victimised] for a number of years, and it came up during the workshop. He put his hand up and said that ‘yeah, all the children are calling me this’ and we took him to the staff room and the head teacher asked the child ‘why didn’t you tell us sooner?’ and the child said ‘I didn’t know what it was until it was explained’.”*

*“A lot of the children we have worked with in the focus groups or put their hands up in assemblies have not even realised they’ve been a victim of a hate crime. They like – ‘oh, that happened to me’. So, it’s not being reported.”*

The activities in the schools also help the schools and the teachers to acknowledge that hate crime is a problem affecting their students:

*“We found that schools have been really shocked by the assemblies. In one school they were like – ‘none of our children were victims of hate crime, that’s never happened, it doesn’t happen here’. Well it may not happen in school, but outside of school they do and, by not acknowledging it, there’s no route for them to talk about it and get support. So, it is awareness raising with staff that is also useful.”*

Four services are included in the third category. These are general, not specifically for hate crime, services solely for CYP. One service – Umbrella Cymru – is focused on LGBT+ CYP, and the three others address all CYP. While all four services focus on CYP, they offer quite different support and methods: two services – Meic and Childline – are online and have phone helplines for CYP to provide information, advice, advocacy and support; the Emotional Wellbeing Service provides therapeutic groups and one-to-one support for CYP related to emotional wellbeing; and Umbrella Cymru provides a range of services to young LGBT+ people in a way that is flexible in time, duration and the method used. These services are not focused on hate crime, but can offer some aspects of support for young victims.

The practitioners emphasised the strength of these services by having a holistic approach as they offer services to children that do not focus on a specific issue and therefore appeal to those who may not even recognise that they are victims of hate crime. These CYP may also have other issues affecting their lives:

*“How would you know where to look for and where to go when you don’t know what it is that you are looking for? How would a child or a young victim think ‘oh I’ve been a victim or I’ve been impacted around hate crime, and now I will Google hate crime or I will go to my local BME service or LGBT’ because they are not familiar with that language. They will do things like Google ‘bullying’, ‘help’, ‘I’m sad’.”*

*“What they need from us is much broader than the hate element. They initially come in because they experienced something. They need reassurance, they need emotional support, they might need some practical help with getting their school to understand what is going on for them at the moment. They need the advocacy work that goes along with that, they potentially need some confidence building or anxiety work, quite often resilience building.”*

The last category of services comprises the only three services that are hate crime-specific services: Victim Support’s National Hate Crime Report and Support Centre Wales provides a range of support (emotional, advice, information, advocacy and practical support) to parents or carers whose children are affected by hate crime and incidents; Race Equality First’s discrimination and hate crime casework officer provides victims of hate crime with support, advice, advocacy and assistance in reporting the crime; and the Islamophobia Response Unit, which is a platform for victims to report and share their experiences, offers legal support, advice and onward referral services for victims.

Two of the services – Victim Support and Race Equality First – offer support to all protected characteristics, although Race Equality First mainly supports victims with the protected characteristics of race, colour and ethnic origin. The Islamophobia Response Unit focuses on race, colour and ethnic origin. The three services are not solely for CYP, although Race Equality First’s caseworker does support CYP and can provide cultural sensitive support. The practitioners also highlighted that supporting the parents to support their children can mitigate the harmful effect of mainly younger victims of hate crime:



*“When the child is younger it [support for parents] can help in giving the parent this extra support themselves because supporting their child can actually be a huge burden and a huge worry for them. So having someone to talk to, that is not the partner, can be very helpful. And if they feel stronger then they can support their child better.”*

## **Gap in services: Lack of direct face-to-face support for CYP affected by hate crime**

This classification of existing services indicates the gap in service provision as there is no direct face-to-face emotional support for all CYP affected by hate crime in Wales. This gap was also emphasised by most of the practitioners who were interviewed.

We heard from the practitioners that when further support is needed for victims of hate crime, they primarily try to signpost them to a more specific service when available: for example, hate crime-specific services such as Victim Support, CYP-specific services such as Meic or Childline, or mental health services (such as the NHS’s):

*“So we will help with the hate crime issue in terms of the process, if it is to go through that process, the criminal justice or writing to the council or school, but we might refer or try to find extra support for that young person from somewhere else, it could be counselling or it could be maybe wider support for their family.”*



*“When we need to signpost, we mainly signpost to the police to report an incident, and we work quite closely with the local community cohesion liaison officer. She has been really good. And then there are resources like Childline and Victim Support for aftercare. There are counselling and wellbeing services, but accessing them can be difficult especially for children with additional needs.”*

However, in the current provision this support is very limited:

*“There is no place to signpost to for emotional support. If young people need more than just somebody to chat with and a bit of a general emotional support, there isn’t really any place to signpost to. And that is so frustrating. We listen to people and can be supportive about something, but that [emotional support] is not a service we provide. We will be looking to find somebody really suited that can meet the needs of this young person or that family, a more specialist support.”*

*“If it [victims of hate crime] go to the police they may well have things that can be put in place, particularly if they were victims of physical or sexual kind of crime and the hate crime was an addition to that. If it was a school-based [crime] we can go to the school or the school counselling service, [to ask] what can you put in place either for the individual or more broadly. If it was something that happened in the street it will be about reporting, if they want to report, to the police... But the options are very limited, we don’t have a service that we can say – there is a really lovely young people service that you can ring them up or they can come and meet you anywhere you want and they can help you because you are saying you’re having these panic attacks since this happened to you, and you haven’t been in school... We can reach out to our network and try to find something specific locally if possible. Because we are across Wales, it’s always going to be different in every area. There is no kind of blanket system to go through.”*

*“We found that when we have worked with young people who have been victims of hate crime, and maybe have not reported it or it’s been reported but nothing has been done, it’s not being taken any further, then that’s it. There is no ongoing support then and they don’t know where to go for support. Or even where incidents have been reported and investigated by the police there is a little bit of support to go through the interview process and investigation, but then there’s no support of building their confidence to go back into the community again. They’re just left. We found that this is a real gap... Because a lot of the children we work with and the families we work with are so isolated, and when things happen that just reinforces that notion of ‘we are on our own, it’s us against the world’ kind of a thing. Even, for some of our young people, support to catch the bus again, go to the park or go to the leisure centre, and it’s that practical intensive support will be very good rather than come to a group and we’ll do some wellbeing stuff.”*

*“If the child needs direct support we haven’t got anywhere. All services are more signposting services rather than emotional support services, we haven’t got anywhere to signpost to. There is one service in Gwent – Umbrella Cymru for the Gwent area which is for LGBT children and young people, but there is not a consistency across Wales.”*

*“There isn’t a specific service for young people on the issue of hate crime specifically... There is a need to ensure that such a service is available for young people because it is an issue and we recognise that hate crime is something that has a huge effect on people’s life, discrimination as well. Specifically hate crime, I feel that people are often left vulnerable following an incident.”*

*“I think more support is needed for children and young people on feeling safe in school, what they can do, not just in school, but generally feeling safer. And also support around their identity. In that age when your identity is being targeted that’s when you are most likely to have feelings of low self-worth, question your identity and question who you are. I think it is a really sensitive time when their self-esteem can be damaged, so more emotional support is needed.”*

Victim Support only offers support to CYP through their parents, which can be less appropriate when the victims are older or do not want to fully disclose the situation to their parents or carers, such as young LGBT+:

*“We find that there are potential gaps where they [victims] are young adults sort of 15, 16, 17 and they don’t want to have support through their parents. There is the assumption that they get on really well with their parents, that they are close to their parents, it is sometimes a wrong assumption to make. For LGBT hate crime there is the assumption that they are actually out to their parents as well. Or they don’t want to burden their parents or worry them with what is happening to them. This is the kind of stuff they are forced to do when the support is provided through the parents. So that is where I feel like we are not mitigating the harm. Because people don’t want to have that support with their parents present... It will be really really helpful to have someone to signpost to for that direct face-to-face support, even if it was 13 [years] and above. I think that is where the real issue is around the support through the parents. Some people who are 17, they don’t live with their parents or they don’t get along with their parents and the service asking to speak to their parents is ridiculous really. And then who do they go [to] for support? This cohort of young people do not have a service, because they can’t access it without their parents’ or carers’ consent to it. I wish there was more that we can do or to signpost to.”*

In many cases parents may not be fully aware of the victimisation or have the full picture, especially when the abuse occurs online:

*“Incidents that are happening in school don’t end in school and it can be on the way home from school, but it can also be when you are at home, in your safe place, in your bedroom. And then again, that can also lead to parents not knowing that this is happening. CYP may become withdrawn and parents don’t really understand why and are not aware of the online abuse. So when we can only speak to parents or carers they may not have the whole story.”*

In the current provision, only Umbrella Cymru and Race Equality First offer a service that provides face-to-face support to CYP, including around issues of hate crime. However, Umbrella Cymru only caters for young LGBT+ and both services mainly operate in South-East Wales.

The practitioners were divided as to whether this gap can be fulfilled by a hate crime-specific service for all CYP that can offer skilful specialised hate crime support, or whether specialised services should be available to groups of different protected characteristics. On the one hand, the benefit of a hate crime-specific service is that victims of hate crime have shared needs regardless of their protected characteristics and they may have more than one protected characteristic. On the other hand, those who supported specialised services for groups of different protected characteristics emphasised that in some cases the hate crime is only another issue in their lives that needs to be addressed:

*“Not all hate crime is about belonging to one group. People are not just one thing, you can be women, a child, someone with a disability, straight, LGBT, Trans, Gypsy or a Traveller.”*



*“What we tend to find is that young people, although [they] can recognise that hate has taken place and that they are very strong that should not have happened, the issues of those experiencing it are far broader than that one-off incident. There are resilience issues, there is a sense of identity issues and family issues, coming-out issues, homelessness barriers, fears and protections, drug and alcohol abuse issues and all sort of other things that are into play with the young person’s sense of mental health and wellbeing.”*

Either way, a service (or services) focusing on CYP affected by hate crime (either for all CYP or by specific protective characteristics) also has the potential to increase and assist in the reporting of hate crime and incidents, which are believed to be currently under-reported.

To bridge this gap in the current provision of services, we recommend that CYP be consulted regarding their needs and desired support and have a role in shaping any services that might be put in place.

## 2. Geographical coverage

### Current provision

The areas that are covered by the 20 services identified are presented in the map below. Thirteen services are nationwide and seven services operate only in South-East Wales. More detailed information on the areas can be found on the Table on pages 8-17.

#### Services

- 1 National Hate Crime Report and Support Centre Wales (VS)
- 2 Islamophobia Response Unit (IRU)
- 3a Race Equality First (Hate Crime caseworker)
- 3b Race Equality First (School work information and advocacy)
- 4 Travelling Ahead
- 5 Travelling Ahead: EU Settlement Scheme (EUSS) support
- 6 Council Community Cohesion coordinator
- 7 SNAP Cymru
- 8 Mermaids
- 9 Media Academy Cardiff (MAC)
- 10 Drop-in community centre - Chinese in Wales Association
- 11 EYST Wales
- 12 Stonewall Cymru
- 13 All Wales School Liaison Core Programme (AWSLCP) SchoolBeat
- 14 Show Racism the Red Card Wales
- 15 Barnardo's Blaenau Gwent Aware
- 16 Project SELMA (Social and Emotional Learning for Mutual Awareness)
- 17 Meic
- 18 Emotional Wellbeing Service
- 19 Umbrella Cymru
- 20 Childline

#### National Services

1	13
3b	14*
4	16
5	17
7	19*
8	20
12	



\*These organisations offer services nationally but their services are mainly delivered in South-East Wales

## Gap in services: Limited services and support exist in North Wales and rural areas

Out of the 20 services identified, 13 services have nationwide cover and offer services throughout Wales. However, three of these services, although they are national services, are actually focused on smaller areas. Show Racism the Red Card Wales offers its school-based activities to all schools in Wales, but is mainly commissioned by councils and schools in South Wales. Umbrella Cymru offers its support services throughout Wales, but the fact that the organisation is based in South-East Wales is reflected in the higher proportion of service users from South Wales and the more limited range of services available in North Wales (where, for example, face-to-face support may not be available). Race Equality First has national services in schools and in the community, but its discrimination and hate crime casework officer operates only in Cardiff, Swansea, Newport and the Vale of Glamorgan.

A further seven services operate only in South-East Wales, mainly around the largest cities: Cardiff, Swansea and Newport. While this reflects the concentration of the population in Wales and the areas with the largest non-white population,<sup>11</sup> it does indicate the limited support available to CYP affected by hate crime elsewhere in the country and in more rural areas.

Furthermore, no data on the number of hate crime incidents involving CYP victims, broken down by police force areas in Wales, are freely available. Nevertheless, data from the adult population indicate that while the highest percentage of hate crime incidents was recorded in South Wales in 2018/19 (1,906 incidents – 48% of all recorded hate crime incidents in Wales), a significant number of incidents were reported to the police in North Wales in 2018/19 (940 incidents – 24% of all recorded hate crime incidents in Wales).<sup>12</sup> These data demonstrate the presence of hate crime in all parts of Wales and emphasise the need for support throughout the country.

This gap was also acknowledged by the practitioners:

*“There is an issue across the board in terms of face-to-face provision in rural parts of Wales either because there is nothing available or the transport links are so poor or so costly that it makes it very difficult to access.”*

*“The urban areas [have] got more services. West Wales, particularly Pembrokeshire, Ceredigion, the very rural, much fewer and harder to get to. In North Wales the youth services are still relatively active there and the youth information shops. A lot of boys may go there for condoms and then they’ll talk about other things as well.”*

The practitioners also highlighted that the support available in rural areas is not always suitable for CYP with protected characteristics:

*“In terms of rural areas, there is lots of support but they are of a particular kind like young farmers clubs or the Welsh language movement, but they will appeal to a certain kind of young persons and not perhaps the young people that are isolated, vulnerable and targeted for various reasons. They might not feel that those services speak to them or are accessible to them.”*

Additionally, three of the nationwide services – Mermaids, Meic and Childline – are helplines that offer support to CYP through online or phone methods, which adds to the limited availability of services in rural areas. Mobile and internet reception coverage can be limited in some areas, which will affect the CYP’s ability to access and use these helplines:

*“In rural areas you often have the issue around signal coverage, which affects Wi-Fi, mobile phones and all the rest of it. Some parts are very isolated.”*

### 3. Dealing with hate crime and hate incidents in schools

The way in which hate crime and incidents are being dealt with by schools in Wales was out of the scope of the current stage of this research, and thus education practitioners were not interviewed. Nevertheless, the way that schools are addressing hate crime and hate incidents was raised as an issue by a significant number of the practitioners who were interviewed for this report. Therefore, to raise awareness of this matter and to encourage further exploration, we have included the practitioners' views on this issue in this report. Nevertheless, additional research is required with school staff, education practitioners and CYP to draw a fuller picture and make recommendations.

The practitioners told us that in their experience different schools offer different levels of support regarding hate crime and hate incidents that are happening in school. They also felt that schools could do better in identifying and recording hate crime and hate incidents:

*“For a child victim we discuss it [hate crime] with the child afterwards and the head teacher, there will be a follow-up communication with the school, and hopefully the school would take that and follow their procedures, and we will follow up again just to see what is happening with the school, what has been done and what we can offer in terms of educational work and follow-up workshops, but that is just one part of the jigsaw. Sometimes we come across teachers who don't want to take things further, or do not want to communicate with the council.”*



*“Different schools have different levels of support. Some experiences are good. A lot of people do not get the right response on hate crime in schools, more work is needed on that. The system is that schools are reported back [on] in terms of their success and so they are sometimes wary to talk about the negative, you have to have a system where that can be dealt with in a more appropriate manner rather than just say ‘actually don’t report that’... It should be recognised as crime in schools across the board. It should be a case of how we can address it.”*

Furthermore, the practitioners highlighted the need for a clearer understanding of the differences between hate crime and bullying from legal, policy and practical perspectives. Accordingly, they also emphasised the need for an appropriate corresponding response at the policy level as well as at education practitioners’ level for each of the different issues:

*“There is a risk of hate crime being downplayed into bullying and not being recognised as hate crime and that is a piece of work I think should be done with authorities, such as schools and governing bodies, to make sure that they know what hate crime is and that it is adequately monitored in schools. We see from our experience a lack of acknowledgement from head teachers and teachers not knowing when the line is crossed and how you identify something as a hate crime rather than bullying, bullying is serious as well, but sometimes incidents of hate crime are not reported or recognised. There is a definition in the law of hate crime, and it does not matter where it happens, even if it happened in schools, it should be recorded as a hate crime.”*

*“Schools are just really on the whole fairly ill-equipped to both identify, act on, support and deal with identity-based bullying which is not properly identified as hate crime, and often not even as an identity-based bullying either. There is a massive gap there. Schools in Wales have a duty to, an additional duty from those in England, to publish an equality plan every year and they also have a duty in the new statutory guide coming up to instruct them on what to do to tackle bullying, but most teachers do not have training and understanding.”*

*“I think a lot of the bullying and the incidents happening in schools are not being reported to the police, even though there [are] local authorities guidelines to do that. I think schools try to push it under the carpet or try to deal with it themselves. It may not be crimes, it may be incidents where children are being victimised due to their protected characteristics, but it is not being reported to the police and therefore they are not referred to support... The line whether that is a hate crime and incident and when it is bullying and what the school should be doing is not very clear... A gap in service or training that needs to be filled with school and the police around what should happen when someone is being a victim of bullying due to their protected characteristics.”*

If cases are not correctly recorded as hate crimes and hate incidents, the extent of the problem in a specific school and in all schools in general is not fully known to the school staff and policy makers. As a result, sufficient solutions and support may not be sought and offered at the school level or at the national level.





# The impact of hate crime and hate incidents on CYP

From adult victims, we know that hate crime can have a significant effect on the victim because they have been attacked for a central element of their identity. Hate crime also has a disproportionate impact on victims; victims can feel more traumatised by hate crime than by equivalent crimes with no such motivation.<sup>13</sup>

The practitioners who took part in the online survey and interviews were also asked about the observed impact of hate crime and incidents on CYP based on their experience. It should be noted that the scope of this stage of the research only allowed for a limited number of practitioners to take part. However, since they are experts in the field, their experience can help provide important insight that further research can draw on.

The practitioners shared how the impact of hate crime on CYP is extensive and encompasses many aspects of the CYP's lives:

*"If you are attacked because of who you are as a person that is probably the most devastating thing that can happen. Where are you safe after that?"*

## Practitioners' view on the impact of hate crime and incidents on different aspects in CYPs' life

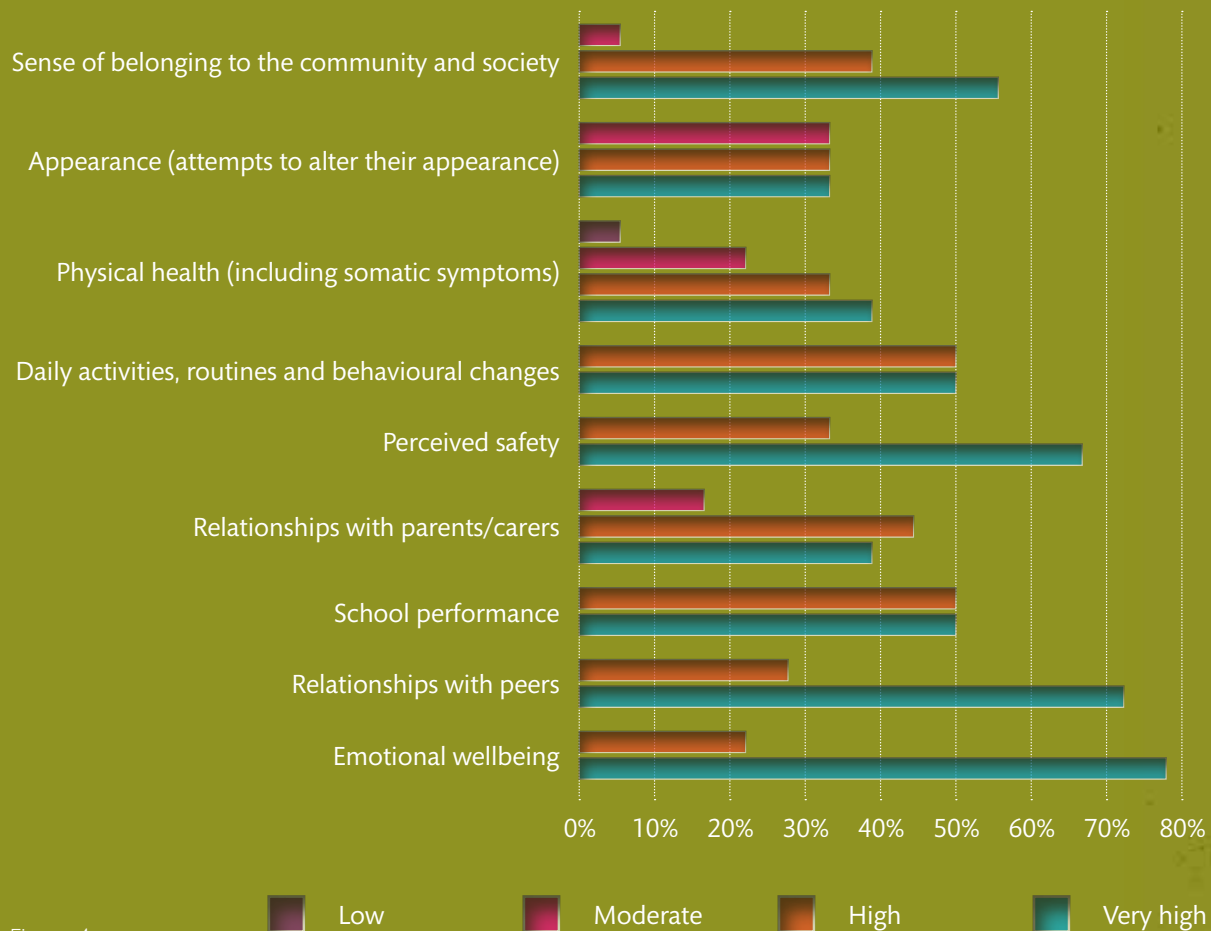


Figure 4

*“It can harm their confidence, the sense of who they are, and their confidence in school. Affect how they build social relationships. Some can withdraw from their parents. We hear from parents ‘they don’t speak to us any more, they don’t come out of their room’. When they are young they have problems of wetting the bed [at] an age when they shouldn’t really wet their bed and having nightmares. In a time in your life when you shouldn’t really be anxious or worried about anything then becoming anxious and worried, and that is affecting their development.”*

The practitioners were asked to rate the impact of hate crime and incidents on different aspects of the CYPs' lives. As illustrated in Figure 4 above, the practitioners identified emotional wellbeing and relationships with peers as the two aspects of the CYPs' life that are most affected by hate crime and incidents. Nearly all of the practitioners said the impact on these aspects is very high (78% and 72% of the practitioners, respectively). Perceived safety and sense of belonging to the community were also recognised by most of the practitioners as aspects of the CYPs' lives that are significantly affected by hate crime and incidents (67% and 56% of the practitioners, respectively, said the impact on these aspects is very high).

We heard from the practitioners that the emotional impact along with the impact on relationships with friends and perceived safety can lead to the young victim being isolated from their peers and the community as a result of hate crime and incidents. This seems to be relevant to CYP of all protected characteristics:

*“It [victimisation by hate crime] reinforces isolation what a lot of them are already feeling. We have got children who don’t leave the house anymore because they are terrified, and they feel so alone. And a lot of the time they internalise it, so they think it’s their fault, they say ‘if I was normal it wouldn’t have happened, if I could ask questions in the right way then it wouldn’t have happened to me’. So there is a massive impact on self-esteem and confidence... We have one young man who had a group of children try to set him on fire and now he hasn’t left the house for 18 months. He just goes to school and back and that’s it. It has such an impact on young people who are already struggling to access the community, and then when they have experiences like that, then it really knocks their confidence.”*

*“The long-term effects on mental health and wellbeing, the effect on isolation. LGBT+ people are more likely to feel isolated and lonely in the society and when looking at hate crime incidents, particularly when happening in young age. That will affect the young person’s life moving forward in regards to how they attach to society and feel a sense of belonging and connection to society.”*

Furthermore, a significant part of young people’s social lives is taking place online, so when the abuse occurs online quitting social media may only increase the victim’s isolation and affect their relationships with friends:

*“Some of the abuse is just relentless, and you go home and you’re not getting away from it, they don’t switch their phone off, it is still there... It is a struggle for parents who are of a different generation and don’t understand how social media works. They say ‘well don’t have a Facebook account, don’t go on Instagram’, but that’s a big part of young people’s life now and why should the victim be excluded from there? You wouldn’t say that if it was happening when you walked down the street, we wouldn’t be telling people ‘you just have to stay in your house now’.”*

School performance and the daily activities of the young victims were also identified by the practitioners as being affected by hate crimes and incidents (50% of the practitioners report that the impact on these aspects is very high):

*“The trauma of going through an incident of a hate crime, as a young person specifically, could have an effect on that person’s confidence in their ability to perform in school and a risk for a potential disconnect from the system.”*

All of the above impacts indicate the need for wide-ranging and flexible support that will be able to encompass all of these aspects: primarily, the emotional support, relationships with friends and sense of isolation and belonging, which were identified as the aspects of CYP’s lives most affected by hate crime and incidents. Further evidence of the impact of hate crime and hate incidents on CYP can be found in the literature review in the Annex.

**This report provides mapping of the current provision and existing services for CYP affected by hate crime and incidents in Wales. It also identifies two main gaps in the current provision: 1) lack of direct face-to-face support for CYP affected by hate crime, and 2) limited services and support in North Wales and rural areas. It also presents initial insights into the challenges of dealing with hate crime and hate incidents in schools and the impact of hate crime on CYP.**

**To further understand the effect of hate crime and incidents on CYP, their needs and best practice for support, additional research is needed first and foremost with CYP themselves and with other relevant adults (parents, carers and education practitioners).**

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- <sup>10</sup> <https://www.nspcc.org.uk/what-we-do/news-opinion/childline-discrimination-understand-me/>
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- <sup>13</sup> Home Office, 2019 (as n. 12).

# Annex: Literature review

This paper summarises evidence and knowledge from national and international academic literature on CYP affected by hate crime. It also reviews grey literature<sup>i</sup>, which was obtained from key stakeholders, anti-bullying and hate crime organisations in Wales. First, hate crime and hate incidents are defined; then, the prevalence of hate crime against CYP is presented; next, the impact of hate crime and hate incidents on CYP is discussed; and, finally, evidence on CYP's help-seeking behaviour and their needs for support are provided.

Several phrases are used in the literature to describe hate crime, hate incidents and identity-based bullying, such as 'cyber hate', 'hate bullying', 'hate teasing', 'bullying hate crimes' and 'homophobic bullying'. In general, we use the terms 'hate crime', 'hate incidents' and 'identity-based bullying' in this paper, but when other research is mentioned the terms of the original papers are used.

## Definitions

**Hate crime** is defined by the Crown Prosecution Service as "Any **criminal offence** which is perceived by the victim or any other person, to be motivated by hostility or prejudice based on a person's **race** or perceived race; **religion** or perceived religion; **sexual** orientation or perceived sexual orientation; **disability** or perceived disability and any crime motivated by hostility or prejudice against a person who is **transgender** or perceived to be transgender."<sup>1</sup> These aspects of a person's identity are known as protected characteristics. Some people also include alternative subcultures as a protected characteristic<sup>2</sup> and misogyny as a hate crime.<sup>3</sup>

**Hate incident** is "Any **non-crime** incident which is perceived, by the victim or any other person, to be motivated by a hostility or prejudice based on a person's race or perceived race; religion or perceived religion; sexual orientation or perceived sexual orientation; disability or perceived disability; and any crime motivated by hostility or prejudice against a person who is transgender or perceived to be transgender."<sup>4</sup>

Hate crime and incidents can take many forms, such as physical attacks, verbal abuse, insults or harassment, threats of violence, hoax calls, abusive phone or text messages, harm or damage to things, and online abuse on social media.<sup>5</sup>

The evidence about the effect of hate crime and hate incidents on CYP is limited. In contrast, the impact of bullying on CYP has been explored much more. Due to the limited evidence available on hate crime and incidents and because they share some similarities, in nature and characteristics, with identity-based bullying, we have also included evidence looking at the latter in this literature review where relevant.

**Identity-based bullying** can be defined as any form of bullying related to the characteristics considered unique to a child's identity or perceived identity, such as their race, religion, disability, immigration status, sexual orientation, gender identity and physical appearance. While most forms of bullying are targeted at a single individual on the basis of one of their personal characteristics, the nature of identity-based bullying means it can be considered an attack against an individual's whole social network. Because of this, the distinction between identity-based bullying and hate crime, especially hate incidents, can be particularly vague, making it difficult to distinguish between bullying and hate crime and incidents. This may pose a challenge to how bullying and hate crimes can be monitored and recorded.<sup>6</sup>

<sup>i</sup> Grey literature includes a range of documents not controlled by commercial publishing organisations. It can include reports, policy literature, working papers, newsletters, government documents, presentations and white papers. This information is often produced by government and non-governmental organisations.

## Prevalence of hate crime

While statistics on hate crimes against adult victims are published by the Home Office (both reported and unreported incidents),<sup>7</sup> to the best of our knowledge no official data are freely available on the prevalence of hate crime and incidents against CYP in England and Wales. This gap in knowledge hampers the ability of policy makers and commissioning bodies to gain an understanding of the scale of the problem in order to develop effective services and policies.

Nevertheless, data from various organisations show a rise in hate crime against CYP in recent years: the NSPCC found that in 2018 race hate crime against children reached a three-year high.<sup>8</sup> Other organisations also reported a significant increase in hate crime. Data from 29 police forces in England and Wales showed a rise between 2015/16 and 2016/17 in the number of hate crimes reported to the police that took place at or near schools and colleges. More specifically, a rise was reported in hate crime related to transgender identity (167% rise), sexual orientation (141%), disability (112%), ethnicity (48%), and religion or belief (37%).<sup>9</sup> Similarly, a Freedom of Information request by the BBC Radio '5 Live Investigates' team revealed a 149% increase in disability hate crime against children aged 16 and under reported to the police. This is a larger increase than that reported for the adult population at a similar time (101%).<sup>10</sup>

Increase in hate crime over recent years may have been driven by improvements in crime recording by the police or by improvements in reporting channels and awareness. Nevertheless, actual figures of young victims may be much higher, although, to the best of our knowledge, there is no estimate of the number of unreported hate crimes and incidents involving young people. The Home Office has estimated that around 47% of hate crime incidents involving adult victims are never reported to the police, which may indicate that hate crime is also under-reported for CYP.<sup>11</sup>

Evidence from various sources also indicates that many CYP with protected characteristics, and their families, are victims of hate crime. Some 79% of parents of a disabled child reported having offensive comments made towards them and their child either on social media or face-to-face; and 57% of parents of disabled children have had offensive comments made towards them and their child in a public setting.<sup>12</sup>

The Youth Voice Survey reported that 47% of CYP have seen racist content, or content that promotes hate or discrimination. Some 24% saw hate crime as a big problem in their area and 18% in their school.<sup>13</sup>

Hate crime is also prevalent on social media. Evidence and data on hate and cyber hate are still rather limited, and better data on the scale, nature and impact of cyber hate and hate crime on CYP are needed. However, there are indications that the online environment is a place where CYP are most likely to experience hate, compared with offline settings such as at school.<sup>14</sup>

For instance, in Finland, Oksanen and colleagues reported that 67% of 15- to 18-year-olds had been exposed to hate material on social media and 21% were victims of such material. The hate material encountered by participants in this study most commonly targeted sexual orientation (68%), physical appearance (61%), ethnicity or nationality (50%), and to a lesser extent religious beliefs (43%), gender (38%) and disability (31%).<sup>15</sup> Moreover, an international study with participants aged between 15 and 30 from four countries found that approximately 53% of USA, 48% of Finnish, 39% of British and 31% of German participants reported witnessing cyber hate; and 16% of USA, 10% of Finnish, 12% of British and 4% of German participants reported that they have been personally targeted by cyber hate.<sup>16</sup> More recently, a study with French participants (N=1,889) aged 11 to 20 found that around 57% of participants were exposed to online hate, approximately 10% were victimised through online hate on social networking sites, and 5% published or shared online hate material.<sup>17</sup> Additionally, a study with seven European countries with 11- to 16-year-old participants found that exposure to cyber hate rose from 13% in 2010 to 20% in 2013.<sup>18</sup>

Data on prevalence of identity-based bullying can assist in understanding the prevalence of hate crime and incidents among CYP. A large-scale research study conducted by Stonewall found that 55% of LGBT CYP in the UK experienced homophobic bullying in secondary schools and colleges, and three in five students who experienced homophobic bullying say that teachers who witnessed it did not intervene.<sup>19</sup> In the USA, it was found that nearly 82% of LGBT+ CYP were targeted by verbal homophobic bullying and 60% reported being assaulted because of their sexual orientation.<sup>20</sup> Another large study from the USA found that nine out of ten LGBT CYP have been harassed at school because of their sexual identity. Out of the CYP who were harassed 85% reported being verbally harassed, 40% reported being physically harassed, and 19% reported being physically assaulted.<sup>21</sup>

Furthermore, an analysis of the Youth Cohort Study and the Longitudinal Study of Young People in England indicates that 81% of Year 11 children with special educational needs, or whose schooling is affected by their disability, reported having been bullied in the last three years compared with 65% of those without a disability.<sup>22</sup> Likewise, Mencap found that in the UK 82% of children with learning disability are bullied throughout their lives.<sup>23</sup> Six out of ten children with learning disability are subject to physical forms of bullying and 77% of CYP with learning disability are verbally abused. The CYP reported that the most prevalent place for these incidents to happen was school; eight out of ten CYP victims experienced bullying at school. Other places were also identified. Three out of ten victims were bullied out on the street, in the park and on the bus and half of the victims with learning disability had been bullied in more than one place.<sup>24</sup> Furthermore, a survey of 1,400 parents with autistic children carried out by the National Autistic Society found that 40% of CYP with autism and 60% of CYP with Asperger's or high-functioning autism had been bullied at school.<sup>25</sup>

Show Racism the Red Card recorded a rapid rise of 50.2% in the number of racist incidents being reported in the Welsh maintained schools between 2015/16 and 2016/17. Its report stressed that the actual figure is likely to be even higher due to uneven reporting and a lack of statistics from some local authorities.<sup>26</sup> Furthermore, recent research by Show Racism the Red Card with teachers and support staff from schools across Wales found that 44% of the 1,058 respondents were aware of a pupil having been discriminated against because of a key characteristic; and 25% of respondents have observed, responded to, or had a pupil report racial discrimination in the last 12 months.<sup>27</sup> In addition, a report by BeatBullying with 800 CYP found that one in four children are bullied because of their faith. The most common forms of bullying are verbal (19.9%), psychological or emotional (17.3%) and physical (11.3%). Cyber bullying was experienced in 6% of cases and 9% have been bullied because of the religious symbols they wear or present.<sup>28</sup>

One small-scale study (with 18 CYP and 24 parents) on the experiences of Gypsy and Show Travellers in Scottish schools provides an insight into the lives of these CYP. Both Gypsy and Show Travellers children experienced frequent bullying and name calling based on their racial and ethnic backgrounds, often not acknowledged by their school. Parents indicated that they believed name calling was an inevitable aspect of sending their children to school.<sup>29</sup>

Furthermore, some reports from the USA indicate that children can be victimised by school staff. Young Muslims in the USA reported being discriminated against by school administrators, peers and teachers.<sup>30</sup> Similarly, Dupper and colleagues found that Muslim and Jewish participants have been victims of identity-based bullying and hate incidents by teachers and school administrators.<sup>31</sup>

Many CYP witness identity-based bullying as well. Research conducted by Barnardo's Cymru found that 58% of participants had witnessed bullying due to disability, 58% due to homophobia, and 51% due to race or cultural heritage. This identity-based bullying was witnessed in schools and community settings.<sup>32</sup>

## The impact of hate crime and incidents on CYP

Despite being a growing social problem, the evidence about the effect of hate crime and incidents on CYP is limited. Nevertheless, some evidence does show the harmful impact of hate crime and incidents on CYP.

Previous research has found that CYP have tried to change their appearance because of being targeted for how they look. For example, they have been using make-up to make their faces whiter.<sup>33</sup>

CYP reported feeling less safe as well. Young Wales found that 24% of participants in its survey felt unsafe as a result of victimisation by hate crime. It also resulted in them feeling more isolated as they withdrew themselves from social interactions with friends and family.<sup>34</sup>

Exposure to hateful language creates feelings of fear among CYP as well. This fear can lead to physiological and emotional problems and makes it difficult for some students to concentrate in school, leading to a decline in academic performance. Students who are victims of repeated incidents of hate crime and harassment may eventually succumb to feelings of rage and become involved in aggressive behaviour.<sup>35</sup>

Similarly, CYP from the Muslim community in Canada described feeling constantly targeted, overwhelmed, marginalised, unsafe, and scared of being victimised for who they are and what they believe in. Boys felt powerless to defend their mothers and sisters when they are harassed in public for their appearance.<sup>36</sup>

Moreover, hate crime victimisation has also had an impact on whole families. For instance, many parents of disabled children felt isolated and reported lack of support and understanding from society.<sup>37</sup> Victimisation by cyber hate has a detrimental impact as well. Recent research from the UK found that after being exposed to cyber hate material, 37% of adolescents reported being angry, 34% upset and 30% shocked.<sup>38</sup> In another study with 15- to 18-year-old participants from Finland, exposure to cyber hate was associated with poor attachment to family and physical victimisation.<sup>39</sup>

Witnessing hate crime can also have a negative impact on CYP. It has been found that students who witness repeated incidents of hate crime on other students can suffer emotional and psychological impact equal to that of the direct victim of the abuse.<sup>40</sup>

Some evidence from research on identity-based bullying can also shed light on the impact of hate crime and incidents. A research study looking at CYP with learning disability in the UK found that eight out of ten are scared to go out because of bullying. They are most afraid to go to school, the park and out on the street. As a result of bullying, over half of children with learning disability stopped going to the places where the bullying happened. Some children with learning disability have been forced to change schools to escape bullying, which is extremely disruptive to their education. Furthermore, all these negative impacts on the children can lead to long-lasting effects when they become adults. If they are denied opportunities to learn and develop due to being bullied as children, they will find it harder to develop their skills and confidence in adult life. This then makes it more likely that they will also be targets for abuse as adults.<sup>41</sup>

Research on the impact of bullying on LGBTQ CYP portrayed a similar picture. A large-scale research study in the USA with 23,001 students found that severe victimisation by bullying was related to lower academic achievements among LGBTQ students and to lower educational aspirations.<sup>42</sup> Research conducted in Northern Ireland showed similar results – 19% of LGBTQ CYP who were bullied for sexual orientation in school achieved lower results than anticipated and 10% left school earlier than they would have hoped.<sup>43</sup> In a European study surveying LGBTQ CYP in Croatia, Denmark, Ireland, Italy and Poland, respondents reported feeling left out or isolated, having difficulties concentrating, obtaining lower marks, missing classes or changing schools as a consequence of homophobic and transphobic



bullying.<sup>44</sup> CYP who left school early have fewer qualifications, which in turn influences the future employment prospects of students who are victims of homophobic and transphobic bullying.<sup>45</sup>

Similarly, parents whose children were victims of racial bullying in schools reported taking their children out of school when the racist bullying was not resolved, and in some cases the whole family moved to a different area as a last resort to stop their children from being bullied.<sup>46</sup>

Bullying about faith and religious beliefs also has a negative impact. A study looking at CYP who are bullied because of religious beliefs found that they often began to question their faith, stopped talking about it, or even felt ashamed of it. The victims' ability to concentrate in school as well as their confidence and self-esteem were affected. It made them feel stressed and angry and in some instances also led them to self-harm, drink alcohol or take drugs as a consequence.<sup>47</sup>

## Seeking help, needs and support

The review of the literature indicates that the knowledge on the help-seeking behaviour of CYP affected by hate crime and incidents, and their support needs, is very limited.

The literature suggests that CYP who are victims of hate crime and identity-based bullying often do not confide in their parents or school staff. Indeed, previous research found that the majority of CYP do not tell parents about being victimised by racial hate crime.<sup>48</sup>

Some evidence shows that this trend may change with age. It has been found that after exposure to cyber hate, approximately 18% of younger adolescents (13–15 years old) reported that they would speak to a parent or another adult compared with 5% of older adolescents (16–18 years old).<sup>49</sup>

When CYP did confide in and report the abuse to adults, the support and treatment they received have not always been satisfactory. Four out of ten CYP with learning disability who told teachers about bullying did not receive any help and the bullying did not stop.<sup>50</sup> Likewise, the National Autistic Society found that in 44% of cases, no action was taken by the school after it was reported that a child with autism was bullied.<sup>51</sup> Similar findings were reported by Muslim pupils.<sup>52</sup>

Besides, evidence from research looking at support for LGBTQ CYP found poor or inadequate responses to identity-based homophobic bullying from some schools.<sup>53</sup> Although some teachers verbally reprimanded students for the use of inappropriate language, no further action was taken.<sup>54</sup> Others did not take any action or intervene.<sup>55</sup> Some research also identified discriminatory attitudes among some staff members, which led to many LGBT students feeling isolated and vulnerable,<sup>56</sup> and reluctant to report the identity-based bullying.<sup>57</sup> Many teachers also felt reluctant to tackle homophobic bullying because of fears about adverse negative reaction from parents, other staff and students or because of the lack of support from school principals and management bodies.<sup>58</sup>

When schools responded quickly and adequately to identity-based homophobic bullying, gay pupils were much less likely to be bullied in these schools than in schools that did not respond to reported incidents. Gay pupils in the former schools were three times more likely to feel their school is an accepting, tolerant place where they felt welcome.<sup>59</sup>

A report by Young Wales found that CYP think there should be a lot more support available for CYP who are victims of bullying or hate crime and who suffer stress, anxiety, depression, self-harm and other mental health problems, through government-funded services which, in their opinion, need much more investment. They also stressed a need for more support groups and counsellors in schools.<sup>60</sup> Furthermore, CYP expressed the need for more training and education for teachers, students and parents about bullying and hate crime against protected groups and how to stop these behaviours. They stated that they do not know enough about hate crime and many of them said they did not receive any education about it.<sup>61</sup> Similar findings were reported by the All Wales Hate Crime Project.

In this study, CYP emphasised a need for age-appropriate hate crime awareness training and education in schools and to provide CYP with information on where to find support if needed.<sup>62</sup>

**This paper summarises evidence and knowledge on CYP affected by hate crime and incidents. Studies looking at CYP affected by hate crime and incidents are scarce. The largest part of this body of knowledge includes research on CYP of the LGBTQ+ community, while much less research has been done on other protected characteristics. Nevertheless, much more research is needed to fully understand the experience of CYP affected by hate crime and incidents, mainly on the prevalence, its impact and young victims' support needs.**

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