Victim Support

Helping people cope with crime

Crime & prejudice

The support needs of victims of hate crime:
a research report

Crime and prejudice.
The support needs of victims of hate crime: a research report

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Primary audiences:	Everyone in Victim Support
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Foreword

Co-operative Insurance is proud to have supported this research into hate crime. One of our current community themes is crime reduction and supporting the victims of crime. This reflects our work as an insurer, dealing daily with the victims of many different types of crime.

Supporting Victim Support with this research was important to us. We wanted to understand the breadth of hate crime, the issues affecting service providers and, finally, to help make a real difference for the victims. We are proud of our diversity strategy in which we set ourselves the goal of supporting the needs of, and working to exceed the expectations of, our customers and the communities in which we operate.

The report provides interesting conclusions and outlines a range of recommendations for many of those who provide services to victims of hate crime. These even include a number of proposals for Co-operative Insurance as a supporting organisation. We are keen to discuss these further, and to seek solutions with Victim Support.

Finally, I would like to thank all those involved with this research project for helping to make a difference to those people within our communities who are affected by hate crime as we all have the right to live and work in safety and without harassment.

Keith Girling
Director of General Insurance Claims
Co-operative Insurance

Acknowledgements

Michael Bell
Director

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"Hate crime and its victims are not all stamped out of the same mould, so supporting them requires dedication, imagination and flexibility."
(Respondent)

Background and purpose

Hate crime is defined as:

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

This report is the second phase of a three-phase project commissioned by Victim Support and funded by Co-operative Insurance which focuses on identifying and understanding the support needs of victims of hate crime motivated by race, sexuality and religion. This research was preceded by a literature review and will be followed by a final phase which will involve implementing recommendations and developing Victim Support's services for victims of hate crime.

Context

Hate crimes have long been ignored in England and Wales. However, from the 1990s this has become a significant area of concern for public policy, with new legislation, policy and procedures being developed.

Racist incidents have been recorded since 1986 but there are no systematically collected statistics on hate crime and there is significant under-reporting of incidents to the police.

In 2000 the British Crime Survey estimated that there were 280,000 racially motivated incidents in England and Wales.

Studies indicate that between half and two-thirds of people from lesbian, gay, bisexual and transgender (LGBT) communities have been victims of hate crime, with LGBT people from black and minority ethnic (BME) communities 10% more likely to be victims of such incidents. Less than half of all such incidents are reported to the police.

National perspectives on service delivery

This phase of the research was supported by an online survey of service providers and interviews with service providers. The research found the following.

- A wide and diverse range of organisations provide support to victims of hate crime, from the police and Victim Support to other voluntary, community and faith-based organisations.
- Support provided to victims included emotional support, assisting people through the criminal justice system, and practical interventions such as lock-fitting services.
- Service providers identified a range of barriers to the effective delivery of their services. These included:
  - difficulties in providing practical solutions, such as securing re-housing for victims
  - language barriers and absence of translation and interpreter services for victims whose first language is not English
  - absence of services where victims may be referred due to a lack of understanding by mainstream service providers
  - limited financial and human resources to meet needs.
- Many services are planned and delivered in partnership. However, organisations such as voluntary and community organisations whose main area of work was not providing support to victims were often outside partnerships, and the capacity of agencies to work together was often compromised by competition for funding.

The views of victims

To provide qualitative insight into the needs of victims, the study focused on four local authority areas (Cardiff, Lambeth, Oldham and Stoke-on-Trent). In each area there was a distinctive range of organisations working with victims.

The effects of hate crime

Interviewees reported a range of effects – these included fear, particularly of repeat attacks; anger; illness including depression and physical ailments; trauma in children; restrictions in lifestyle; and substantial financial loss.

Nine out of ten victims had not gone to court, although three-quarters said that they would be prepared to give evidence if the perpetrator were prosecuted.

Sources of support

For most victims, family and friends were the main source of support, although a minority, particularly amongst victims of homophobic hate crime, reported that their families were the least supportive.

Community organisations and faith groups were also highly rated sources of support.

Victims were critical of the support received from the police, except where this was provided by specialist units set up to serve their communities (eg LGBT liaison officers).

There was a limited understanding or awareness of the services provided by Victim Support to victims of hate crime, with only one-third of interviewees having any contact.

Those victims that had made use of Victim Support generally described positive experiences, especially LGBT people who did not have family or community networks for support.

Where there were criticisms of Victim Support, these tended to be around failures to maintain communication.

For those that did not use Victim Support, there were negative perceptions about Victim Support in relation to the absence of employees from BME or LGBT communities.

Improvements

Victims identified a range of ways in which services could be improved. These included:

- matching support to victims by gender, ethnicity and/or sexuality
- more support for children
- home visits
- in-depth emotional support
- financial and other practical measures.

Victims also felt that Victim Support should do more in their local community to raise the organisation's profile, particularly through outreach.

Improvements identified for the police included progressing cases to prosecution (victims were not aware that the decision to prosecute is taken by the Crown Prosecution Service), better communication of progress, and improved attitudes in relation to different communities.

A number of victims were keen to move beyond 'victimhood' and take a role in supporting other victims or changing their communities.

Victims were keen to see action taken to tackle the root causes of hate crime.

Recommendations

The report proposes a range of recommendations. Many of these are currently being progressed by Victim Support and some areas of service delivery are already in place in local areas.

Improve the service response by Victim Support through a national strategy which:

- addresses perceptions of the service
- encompasses recruitment and diversity training for employees and volunteers
- establishes a coherent service delivery framework (standards) for all Victim Support branches.

Improving service delivery by Victim Support and others by:

- engaging children's support services and providing more child-friendly services
- local demographic profiling, and reflecting this in the planning and governance of services
- developing appropriate regional and sub-regional language resources
- developing non-therapeutic counselling services and ensuring referral links to NHS mental health services
- supporting self-help initiatives for victims of hate crime
- acting as advocates for victims with mainstream service providers to ensure that their responses are victim-led.

Improving reporting and raising awareness by:

- providing greater publicity to third party reporting schemes, including national initiatives
- raising awareness of hate crime among both potential victims and potential perpetrators.

Improving the criminal justice system:

- The police should consider how the successful features of their specialist units can be mainstreamed.
- The police should also extend their use of discretion, to encourage reporting from those whose immigration status or other activities may be a barrier to reporting hate crimes.
- Local partnerships should seek to engage the CPS in hate crime work.

Next steps

Finally, the report makes specific recommendations with regard to the next phase of this project for Victim Support and Co-operative Insurance, including establishing a 'challenge fund' to support projects, piloting new models of working, and extending national hotlines.

1 Introduction

1.1 Background and purpose

The murder of Stephen Lawrence in South London in 1993 and more recent incidents, such as the murder of Anthony Walker in Liverpool in the summer of 2005, have raised the profile of racially motivated hate crime. Other types of hate crime, in particular homophobic crime, have also drawn attention, most recently with the murder of Jody Dubrowski on Clapham Common. In 1999, David Copeland, the 'Brixton bomber' made indiscriminate attacks, motivated by racism and homophobia, on the Admiral Duncan pub in Soho, on Brick Lane and in Brixton. While such serious offences occur too often, they represent only the tip of an iceberg. A range of other offences, from verbal abuse to violent crime, are committed against people because of who they are.

Domestic and international developments during the fieldwork for the project lent the research added poignancy. In Parliament the Racial and Religious Hatred Bill received Royal Assent in February 2006, and the publication of cartoons depicting the Prophet Mohammed by a Danish newspaper led to protests across the world by the Muslim community.

Against this background, and as part of a strategy to develop and improve its work with victims of hate crime, Victim Support commissioned Michael Bell Associates to conduct primary research into the impact of hate crime on victims to inform the development of a service framework for supporting victims of hate crime and to help improve its ability to work in partnership with other organisations.

The work is funded by Co-operative Insurance as part of its community strategy.

1.2 Definition

Briefly, hate crime is *"criminal conduct motivated by prejudice"* [1]. For the purpose of this research, we accept the Association of Chief Police Officers (ACPO)'s following definition of hate crime:

> "… any incident, which may or may not constitute a criminal offence, which is perceived by the victim or any other person as being motivated by prejudice or hate." [2]

According to this definition, hate crime is crime motivated by hatred as a consequence of prejudice fuelled by actual or perceived ethnicity, sexuality, religion, disability or gender of the targeted victim.

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[1] Jacobs, J. and Potter. K., *Hate crime: criminal law and identity politics* (1988)
[2] ACPO, *Hate crime operational guidance and practice manual* (2005)

1.3 Research aims

The Victim Support hate crime project comprises both primary research and separately commissioned secondary research. The research outputs of the project as a whole were identified as developing the understanding of:

- the extent and nature of hate crime within England and Wales, estimates of under-reporting, patterns of hate crime, trends etc
- the effects of hate crime on victims and the implications of these for the provision of support
- the support services currently available to victims of hate crime
- the evidence that exists about what is effective in supporting victims of hate crime.

The secondary research was a literature review, which examined all types of hate crime and its impact. The primary research focused on identifying and understanding the support needs of victims of hate crime motivated by race, sexuality and religion.

1.4 Research methods

1.4.1 Introduction

The primary research fell into four distinct parts: a survey of service providers; follow-up validation interviews; face-to-face interviews with people who had experienced hate crime; and a series of co-operative enquiry workshops with agencies providing support services to test the findings and develop practical solutions to better meet victims' support needs.

The survey of service providers involved organisations across England and Wales. The validation interviews, face-to-face interviews and co-operative enquiry workshops focused upon four specific geographical areas: Cardiff, Lambeth, Oldham and Stoke-on-Trent. This was to provide a picture of support needs and service provision across different communities and contexts.

The four research areas represent a variety of different situations:

- Stoke-on-Trent has a large, well-established and primarily working-class white British community and a small Pakistani community, and since 2001 has been a dispersal area for asylum seekers.
- Oldham also has a large, well-established and primarily working-class white British community with a substantial presence of people of South Asian heritage, and there is a history in Oldham of racial tensions involving the local white population and local people of Asian descent [3]. In addition, it is located within Greater Manchester, with one of the largest lesbian, gay, bisexual and transgender (LGBT) communities outside London.
- The situation in Cardiff takes place against a different political structure: the Welsh Assembly government. Cardiff has some well-established black and minority ethnic (BME) communities, such as the Somali community. It also has a vibrant LGBT 'scene'. Like Stoke-on-Trent, both Cardiff and Oldham are asylum dispersal areas.
- The London Borough of Lambeth has an extremely diverse ethnic make-up and a high LGBT population. The research in Lambeth had a particular focus on homophobic hate crime.

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[3] Home Office, *Community cohesion: a report of the independent review team chaired by Ted Cantle* (2001)

While none of the research areas can be described as rural, Victim Support North Staffordshire covers Newcastle-Under-Lyme, which includes the Staffordshire Moorlands. Victim Support Vale of Glamorgan, which covers a more rural area, was involved in identifying people for interview. Together, these areas were selected to provide some insight into any differing needs of victims of hate crime in more rural areas.

1.4.2 Survey of service providers

The aim of this particular survey was to gather information about the nature and scope of services currently offered to victims of hate crime in England and Wales. The survey involved an online questionnaire, which was sent to key statutory, voluntary, and community organisations in England and Wales.

A list of organisations that were informed of the survey is provided in Appendix A, along with a list of respondents.

1.4.3 Validation interviews

The online survey was followed up with in-depth interviews with service providers in each research area in January 2006. The questions focused on local service provision, partnership working, gaps in service provision, and how services might be improved.

In each area, interviews were conducted with:

- the Victim Support branch manager
- a representative of the community safety unit of the police
- a representative of the community safety team from the local authority
- two service providers.

Further interviews were undertaken in March 2006 to fill in any information gaps. These focused on community organisations and key workers. In particular it looked at issues faced by smaller groups in supporting victims of hate crime. Further details of these interviews can be found in Appendix B.

1.4.4 Face-to-face interviews with victims of hate crime

The key focus of the primary research was on victims of hate crime. In order to elicit the views about support needs of people who had experienced hate crime, face-to-face interviews were undertaken in each area throughout February and March 2006.

Community researchers, people who have a particular affinity with the community affected by hate crime, were recruited in each area and trained to undertake the interviews. The reasons for using community researchers were as follows.

- Interviewees would be more likely to feel at ease and agree to be interviewed by someone who is closer to their situation.
- Victims were invited to undertake the interviews in languages other than English.
- Community researchers, through their own contacts, would be able to assist in identifying people willing to be interviewed about this sensitive subject.
- It allowed the project to leave some community legacy: trained community researchers.

A list of the community researchers who worked on the research is provided in the acknowledgements section at the front of this report.

The research set out to interview a total of 160 victims of hate crime, 40 in each area. Twenty were to be referred by each local Victim Support office, and the remaining 20 in each area would be identified through other means, using community and voluntary groups and the personal contacts of the community researchers. In this way, the aim was to obtain the views both of people who had used Victim Support's services and those who had not.

By the end of the fieldwork period, a total in excess of 160 victims of hate crime had been referred to the project, with contact made and interviews arranged. However, a number of victims subsequently declined to be respondents for the full interviews and a total of 111 interviews were undertaken. In most cases, no reasons were provided by respondents for declining; however, a small number indicated that they did not want to "relive the past". In most areas, the number of referrals received from Victim Support's local offices was lower than anticipated. The reason for this is unclear. We found, however, that victims who had been recently referred were more likely to agree to take part. Where the offence had occurred several months prior, people were more likely to feel that they did not want to relive the event. Recruitment was thus reliant to a large extent on the number of referrals immediately prior to the request for volunteers.

1.5 About Victim Support

1.5.1 The organisation

Victim Support was set up over 30 years ago. It is an independent national charity for people affected by crime. Over 90 individually constituted charities across England, Wales and Northern Ireland are affiliated to Victim Support.

Victim Support provides a free and confidential service, whether or not a crime has been reported and regardless of when it happened. Staff and volunteers in local branches in the community offer emotional support, practical help and information to victims, their families and friends. Victim Support also provides the Witness Service in every criminal court in England and Wales to give information and support to witnesses, victims, their families and friends when they go to court.

1.5.2 Referrals

Individuals can access Victim Support's services directly or may be referred through other organisations. Victim Support has a long-standing agreement with the Association of Chief Police Officers (ACPO) to make sure that victims who report crime are put in contact with Victim Support; if the crime is homicide [4], domestic violence or sexual assault, victims are asked whether they want to be referred. The Government's *Code of practice for victims of crime*, which came into effect in April 2006, requires the police to refer all victims to Victim Support unless someone specifically says that they do not want to be referred. In 2005, 91% of the people Victim Support helped nationally were referred by the police [5] and 2% self-referred, though the level of referrals varies from area to area [6].

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[4] Victim Support, *Victim Support annual report and accounts* 2005
[5] Victim Support, *One crime, five voices – annual review* 2005
[6] Victim Support, *Victim Support annual report and accounts* 2005

Victim Support relies largely on witness care units and the Crown Prosecution Service for referrals to its Witness Service; in 2005, these agencies referred 70% of people helped by the Witness Service [7]. The Witness Service has experienced a significant increase in referrals of witnesses in domestic violence and racist crime cases – from just over 20,000 in 2004 to around 28,000 in 2005. The establishment of witness care units, bringing together the police and the Crown Prosecution Service (CPS) to co-ordinate the relationship between witnesses and the criminal justice system, should also increase referrals to the Witness Service [8].

Victim Support acknowledges the growth in demand for the more intensive aspects of its services, for those who have witnessed or experienced violent crime or for witnesses who are vulnerable or intimidated [9].

1.5.3 Relevant policies and procedures

In April 2005, Victim Support published its *National strategy statement 2005–2008*. This highlights key points providing the context for this research and provides an overall vision for victim and witness services:

> "There will be real choice available for victims and witnesses who want support …. By 2008, we will have confirmed our position at the centre of service provision for victims and witnesses, even where we might not be the service provider directly .… Victim Support will be known and our services will be understood in every community."

In relation to enhancing professional standards, the *National strategy statement* indicates that Victim Support will:

> "Demonstrate that our services are responsive to the needs of all people, particularly those who are vulnerable to discrimination. We will do this by committing time and resources to ensuring that our service is inclusive, and by fuller monitoring of service users."

It goes on to note, under the heading 'Valuing people':

> "Working with the diversity of the communities we serve is central to our ability to provide an effective, accessible service. We need to continue to make sure that all our staff, volunteers and trustees are fully representative of the community and have the competencies required for their role."

Victim Support has taken various initiatives to improve its work with victims of hate crime. In 2001, it developed a good practice guide on supporting victims of racist crime [10]. This is a tool for the planning, development and management of Victim Support's services to victims of racist crime. In 2004, Victim Support produced an interim service framework setting out standards and requirements for developing services to LGBT communities [11], pending the production of an over-arching hate crime service framework. In addition, Victim Support implemented specialist training for volunteers in 2005 to support people affected by racist crime.

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[7] Ibid.
[8] Ibid.
[9] Ibid.
[10] Victim Support, *Supporting victims of racist crimes – good practice* (March 2001)
[11] Victim Support, *Standards and requirements for developing services to lesbian, gay, bisexual and transgender communities – interim* (April 2004)

1.6 Structure of this report

In the following chapter, we set out the policy context for the research findings. This includes key findings from the literature review covering the extent and impact of hate crime and the practical help and emotional support available. In addition, it presents national statistics on hate crime, and identifies key stakeholders, partnerships and policy developments.

Chapter 3 develops this context by reporting the results of the online survey of service providers in England and Wales. Chapter 4 presents the context in the four research areas. This includes the findings of relevant local research and statistics both on the make-up of the local community and the incidence of hate crime. Key local players tackling hate crime are identified and background is provided on the work of the local Victim Support area offices. In chapters 5 and 6 the substantive findings of the research are presented. Chapter 5 draws out themes arising from interviews with service providers and other stakeholders in each of the study areas. Chapter 6 is based on the face-to-face interviews with victims of hate crimes and sets out their support needs and views of service provision. In Chapter 7, based upon co-operative enquiry workshops in each study area, we draw conclusions and make recommendations for developing and improving service provision for victims of hate crime.

The appendices provide further details of the research process.

2 Policy context

2.1 Introduction

This chapter provides the national context for the research. It begins by setting out key findings from the literature review before presenting national statistics on hate crime, indicating key players in the hate crime field and outlining recent policy developments.

2.2 Key points from the literature review [12]

Conclusions of the literature review are set out below.

2.2.1 Policy and legal context

Hate crimes have long been ignored in England and Wales. It was not until the early 1990s that racism became a public policy issue, resulting in new legislation including the Crime and Disorder Act 1998. This defined racially motivated crime for the first time and gave courts powers to impose more severe sanctions for racially aggravated offences. The Criminal Justice Act 2003, which took effect in April 2005, gave the courts similar powers for dealing with offences motivated or aggravated by the victim's sexual orientation. In the same year, the Government agreed amendments to the Disability Discrimination Act 1995 so that it addresses hate crime against disabled people.

In the summer of 2000, the Metropolitan Police set out the minimum standards for all staff involved in the initial reporting and investigation of hate crime and support for victims. Major changes have been introduced in the police itself, such as compulsory race awareness training and the introduction of new policies to deal with racial and sexual minorities. However, there is still concern about the police approach in dealing with culturally sensitive incidents.

Courts are most likely to increase sentences in cases where the racial element has been brought to their attention. The Crown Prosecution Service (CPS) has indicated its commitment to showing sensitivity and understanding to victims and witnesses through the adoption of national standards for witness care, such as *The prosecutor's pledge*. The CPS recognises the importance of keeping victims informed about the progress of cases and will provide information to the police who are responsible for liaising with victims. Courts are required to implement new special measures for children, vulnerable adults and disabled witnesses.

Civil law remedies and mediation are now available to deal with and support victims of hate crime.

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[12] This section is based on the summary of findings from the literature review that was separately commissioned by Victim Support for the hate crime project: Victim Support, *The impact of hate crime: needs, practical and emotional support for victims – a literature review* (November 2005).

The CPS has recently set up a hate crime monitoring project in order to improve the recording and presentation of hate crime monitoring. It has recently started a consultation process to improve current monitoring of ethnicity. It has introduced for both victims and defendants a new set of categories: disability, religion, sexual orientation, and transgender status. It is also debating the most effective ways of flagging different types of hate crime. Of specific relevance to this report, the CPS is proposing to record which types of agency victims are referred to for support – specialist hate crime agencies, Victim Support and the Witness Service – to ensure that appropriate referrals are made [13].

2.2.2 The extent of hate crime

The literature review concluded that the extent of hate crime in England and Wales is very high. Lesbians, gay men, racial and religious minorities, transgender and disabled people are the most affected. Hate crimes are usually committed by informal associations of unidentified strangers (often young people) or, in some cases, by individuals known to the victim; they are rarely carried out by organised hate groups.

Though racist incidents have been recorded by the police since 1986, there are no systematically collected national statistics on hate crime. Hate crime is under-reported for many reasons:

- incidents that the victim perceives as 'minor' are likely to go unreported
- fear of reprisal and escalation of harassment
- expectation of an unsympathetic response by the police, and lack of confidence in the criminal justice system
- anticipation that the police will not be able to do anything
- perception that the police are part of the problem
- fear of being charged with an offence
- acceptance of violence and abuse as routine
- victims can feel that incidents are private matters [14].

2.2.3 Hate crime motivated by racial or religious prejudice

Though the level of racial and religiously motivated crime reported to the police has greatly increased in recent years, the actual level is likely to be much higher. It is not possible to know how much of this increase is due to an increase in hate crime and how much to an increase in reporting. The British Crime Survey estimates that in 2000 there were 280,000 racially motivated incidents in England and Wales.

The Stephen Lawrence Inquiry report recommended a more victim-led definition than the one in use by the police at the time: "Any incident which is perceived to be racist by the victim or any other person." Racist crime is the only type of hate crime for which figures are consistently available. The Anti-terrorism, Crime and Security Act 2001 added religious motivation, but racially and religiously motivated crime cannot currently be distinguished in police-recorded crime.

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[13] *CPS proposals for new areas of hate crime data collection*, hate crime monitoring project – external consultation document (May 2006)
[14] Victim Support, op. cit. (November 2005).

Studies have highlighted the issue of rural racism, indicating that where people from ethnic minorities make up only a small proportion of the local population they are at greater risk of victimisation than their inner-city counterparts. The isolation of living in rural communities with little or no support can exacerbate the experience of racism but help to maintain its invisibility.

Research conducted in Nottingham in 2004, covering a range of types of crime, indicated that BME communities face a range of barriers in accessing provision for victims and witnesses, albeit not all of them specific to BME communities [15]. The key issues were: negative perception of service providers; fear of reprisals; previous discriminatory experiences; and lack of confidence in the police and criminal justice system. This included the perception among victims that they would not be taken seriously if they reported racist incidents to the police. Other barriers raised by the research were language and cultural barriers and an historical mistrust of the police. Asylum seekers, refugees and other new communities are faced with specific barriers, in particular, a lack of awareness of the existence of services.

2.2.4 Hate crime against LGBT communities

The extent of homophobic incidents is also very high, though under-reporting means the actual level of anti-gay hate crime is unclear. A recent report in East London suggested that 48% of LGBT people had experienced hate crime, but only 44% of these reported the incident to the police [16]. A 1999 study [17] found that:

- two-thirds of the 2,656 sample had been the victim of at least one homophobic incident
- the most common incidents were threats, intimidation, verbal abuse and physical assault
- the vast majority of homophobic incidents go unreported and only 18% of the sample had reported the homophobic incident to the police
- the most common reasons for this were: a perception that the incident was not serious enough; a perception the police would not do anything; and an anticipated homophobic reaction from the police.

Other studies have reached similar findings. Galop's *The low down* (2001) and *Telling it like it is* (1998) focused on black lesbians, gay men, bisexuals and young members of LGBT communities. It found that black LGBT people were 10% more likely to experience physical abuse (57% compared to 47% overall) and this may well be triggered by a combination of racism and homophobia.

2.2.5 The impact of hate crime

Though some common themes arise, victims' reactions to hate crime differ according to culture, age and gender. Hate crime can result in a deeper impact on the victim's culture, identity and self-esteem because people are attacked for a central element of their identity that cannot be changed. In particular, lesbians, gay men and disabled people are more likely to be exposed to secondary victimisation due to widespread prejudice. Indeed, others, such as the police, can respond negatively to a crime survivor because of their sexuality or disability. The impact of hate crime

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[15] Wright, C. and Devanney. C., *Barriers to black and minority ethnic communities in Nottingham accessing victim and witness services* (Nottingham Trent University, October 2004)
[16] Stormbreak (2005) cited in Victim Support, *The impact of hate crime: needs, practical and emotional support for victims – a literature review* (November 2005)
[17] National Advisory Group, *Breaking the chain of hate – a national survey examining the levels of homophobic crime and community confidence towards the police* (1999)

extends beyond the individual victims. It sends out messages of hatred to members of the victims' group in the immediate neighbourhood and beyond. Individuals who have never been a victim may, if they live in such an environment, suffer anxiety that prevents them living a normal life.

Research in the United States and in the UK indicates that anger, fear and depression were the emotional responses most frequently reported by victims of hate crime [18]. Hate crime survivors are more likely to be victims of multiple attacks. As a result, fear of crime is one of the most serious results of hate violence. The usually unprovoked nature of the attacks and the potential for future violence create additional anxiety for the victims.

Hate crime, multiple victimisation and fear often lead victims to take practical action. They are more likely than victims of other crime to change home, alter their routine, stay locked inside and create physical deterrents around the home as part of crime prevention and self-protection, thus limiting their personal freedom.

2.2.6 Support needs

Victims of hate crime often complain they do not receive enough information about the criminal justice system, legislation, court processes and available support services. One method that has had success is counselling that focuses on 'hope' and breaking out of isolation. Research indicates that it is important victims understand they are not the only ones who have experienced hate crime. Information can also be used to educate society and raise cultural and racial awareness.

Service providers have to evaluate specific needs of victims of hate crime in order to address the problem. The literature review discusses a range of studies and reports which detail support needs of different groups of victims. Key recommendations include:

- the need to reassure victims that crimes perpetrated against them are not condoned by the Government or other communities of people
- the importance of helping young victims of homophobic crime to separate the victimisation experience from the 'coming out' experience
- encouraging victims to feel and express anger towards their assailant(s)
- providing a listening and sympathetic ear
- the importance of not assuming that different groups of LGBT victims have the same support needs
- recognising that victims of racial and religiously motivated crime may require support in languages other than English and from people of their own ethnic background (although some victims prefer to deal with people from other backgrounds, to help preserve anonymity)
- recognising that, irrespective of the ethnic background of the support workers, cultural sensitivity is crucial in offering high-quality support. From an organisation's point of view, this includes having some staff and volunteers from different ethnic groups; translators; and periodic training.

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[18] Barnes and Ephross (1994) cited in Knight, C. and Chouhan, K. *Supporting victims of racist abuse and violence* (2002)

2.2.7 Tackling hate crime

As a result of their key role in shaping ideas and attitudes, schools and other educational bodies are crucial partners in tackling hate crime. Local authorities and housing associations also play an important role in tackling hate motivated crimes and offering support to victims, even where the perpetrator was not a tenant.

The Crime and Disorder Act 1998 established partnerships between the police, local authorities, probation service, health authorities, the voluntary sector, local residents and businesses. Crime and disorder reduction partnerships (CDRPs) work to reduce crime and disorder in their area by devising a strategy to tackle priority problems. The strategy is based on a community consulting exercise to establish the levels of crime and disorder and align their vision with that of minority groups [19].

In November 2005, the Home Office issued a *National community safety plan 2006–2009*, setting out the Government's five key priorities for creating a safe and secure environment. Hate crime is a specific priority of the plan. Proposed measures for "protecting the public and building confidence" [20] include:

- "increase victims' and witnesses' satisfaction with the criminal justice system"
- "legislate to bring in an offence of incitement to religious hatred …"
- "give victims and witnesses a statutory right to high standards of treatment from criminal justice agencies …"
- "improve the confidence of people from black and minority ethnic backgrounds that they will be treated fairly by the criminal justice system".

2.2.8 Other recent policy developments

Over the last ten years, the Government has introduced a range of measures to improve services to victims of crime. Many of these were set out by the Government in 2003 in *A new deal for victims and witnesses*, which outlined its plans to increase the satisfaction and confidence of victims and witnesses and to meet their different needs. The Government identified three key objectives that guide its approach to supporting victims [21] :

- providing victims with information
- giving victims a voice
- giving victims access to appropriate services.

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[19] www.crimereduction.gov.uk
[20] Home Office, *National community safety plan* (November 2005)
[21] Criminal Justice System, *Rebuilding lives: supporting victims of crime* (December 2005)

In October 2004, the Government set out a framework for delivering these objectives in the *Victims' and witnesses' delivery plan*. The following were among its priorities.

- Victims and witnesses receive information about their case and about the criminal justice system (CJS).
- Victims and witnesses receive a high quality of service in the CJS.
- Victims and witnesses are offered practical help and support.
- Victims' and witnesses' views are sought and used in the CJS.
- The needs of vulnerable and intimidated witnesses are met.
- The experience of going to court is improved.
- The needs of victims of domestic violence are met.
- Repeat victimisation is tackled.

Reforms resulting from the plan include the development of witness care units, the introduction of a new *Code of practice for victims of crime*, proposals for a *Witness charter*, and, most recently, a consultation document on supporting victims of crime, including a victims' commissioner [22].

The Code of practice for victims of crime governs the services to be provided by a range of criminal justice organisations [23]. It aims to ensure that all victims have access to a range of support services in their area, and sets out the procedure for police referrals to Victim Support. The new witness care units, 165 across England and Wales, bring together the Crown Prosecution Service and the police as a single point of contact for victims and prosecution witnesses [24]. In November 2005, the Government launched a public consultation on a *Witness charter* setting out standards for all witnesses.

The recent consultation on supporting victims of crime makes specific reference to victims of hate crime:

> "We also need to make services more responsive to recurring crime, such as anti-social behaviour and hate crime." [25]

It identified three key elements of support for all victims:

- provision of information and advice
- emotional support
- practical help.

In addition the consultation paper acknowledges evidence that some BME communities are less likely to access victim services despite being much more likely to experience victimisation. It identifies the need to work more closely with community groups and build on existing measures so that people from all communities are able to access the services they need .

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[22] Ibid.
[23] Criminal Justice System, *The code of practice for victims of crime* (October 2005)
[24] Criminal Justice System, *Rebuilding lives: supporting victims of crime* (December 2005)
[25] Ibid.

3 A national perspective on service delivery

3.1 Introduction

The research for this project began in November 2005 with a national online survey of service providers. From mid-November to mid-December 2005, a range of organisations in England and Wales were surveyed about the support needs of, and services for victims, of hate crime. The survey was circulated by email to service providers that were likely to provide direct support to people who had been victims of hate crime. These included: Victim Support area offices; race equality councils; law centres and other advice agencies; organisations supporting refugees and asylum seekers; organisations supporting LGBT communities; and faith groups.

The online questionnaire focused on: what services were available to victims of different types of hate crime; gaps in service provision; and barriers to providing services. In addition, it asked organisations about what partnerships they worked with on the issue of hate crime. Key themes that emerged from the survey are set out in this chapter.

3.2 Respondents

3.2.1 Types of organisation

Just under 3,000 questionnaires were sent out and recipients were asked to forward the link to other organisations working in the hate crime field. While just 107 responses were received, these do provide valuable insight into service provision for victims of hate crime. Respondents came from a range of organisations including:

- Victim Support area offices (38)
- race equality councils (7)
- LGBT advice and support groups (6)
- citizens advice bureaux (CABx) (6)
- organisations that focus on supporting refugees and asylum seekers (5)
- faith, inter-faith or faith-based groups (3).

Other respondents included various community groups and partnerships, a housing association, two student organisations, three local authorities (including one domestic violence hate crime team), a hospital accident and emergency department, two social enterprises, a witness care unit and a police force. A full list is provided in Appendix B.

Overall, 88% of respondents were from voluntary or community sector organisations and 3% and 7% from central and local government respectively.

More than half of respondents (56%) had a catchment area equivalent to a local authority area or smaller; 21% provided services at a sub-regional level and 14% at a regional level. Seven per cent had a national remit and 2% an international remit.

Just 16% of respondents (17 organisations) indicated that supporting victims of hate crime was their primary area of work.

3.2.2 Staffing resources

Thirty per cent of respondents reported that they had no staff working specifically with victims of hate crime. Thirty-eight per cent of respondents had one to five staff working specifically on hate crime and 12% of organisations had between six and ten staff focusing on this area of work. Of the 34% of respondents who had one to five volunteers, half indicated that they had one volunteer working specifically with victims of hate crime.

3.3 Service provision

3.3.1 Number of victims supported

The survey indicated that the majority of agencies working with victims of hate crime were supporting small numbers of victims, less than 50 per year, although a few reported that they support over 1,000 per year.

3.3.2 Types of hate crime

The main type of hate crime which the respondents deal with involves crime against people from BME groups (75% of respondents). 59% of organisations support gay male victims of homophobic crime and 58% work with refugees and asylum seekers.

Sixty-six per cent of the sample indicated that their main service users were members of BME communities, 14% indicated gay men, 11% refugees or asylum seekers, and 1% lesbian women.

Other categories of victim supported by organisations and identified by these organisations as victims of hate crime included:

- disabled people
- homeless people
- sex workers
- drug addicts
- alcoholics
- domestic violence victims
- rape victims
- victims of 'white on white' crime (for example against an Irish person or someone from central or eastern Europe).

3.4 Prevalence of types of hate crime

The most prevalent types of hate crime for which organisations, other than Victim Support, provide support were intimidation and harassment, verbal abuse, and physical assault and violence. Interestingly, Victim Support respondents were more likely to provide support for murder, threats to kill, and sexual assault. The reason for this is probably that Victim Support overwhelmingly supports victims who have reported their crime to the police – and the more serious the crime, the more likely it is to be reported. This also might suggest that, were Victim Support to improve its outreach work with victims who do not report hate crimes, it may expand its services in this area.

The most prevalent types of hate crime for which respondent organisations provide support and services were: intimidation and harassment (85%); verbal abuse (84%); and physical assault and violence (74%).

3.5 Types of support provided by organisations

Provision of information was by far the most common support provided by respondents (89%), followed by referral and signposting (87%).

With the exception of trained counselling, at least half of the respondents provided all the following types of support:

- free lock-fitting service
- help with a deposit guarantee to find appropriate accommodation
- psychotherapy and associated treatment
- community witness and support to volunteers to collect evidence
- housing and welfare benefit support
- community and advocacy training on racial harassment
- support through social services care leaver status
- lobbying for change with local authorities and the police.

The most common main area of support provided by organisations was emotional support, with 30% reporting that this was their primary form of support. This was followed by provision of advice (12%) and referral and signposting (12%).

3.6 Barriers to support for victims of hate crime

Two-thirds of respondents indicated that they faced problems in providing support to victims of hate crime. Just under 60% of respondents agreed or strongly agreed that they were unable to meet the needs of all the victims of hate crime they support. Fifty-one per cent 'agreed' or 'strongly agreed' that they lacked other services to whom to make referrals . Most striking was that 52% either agreed or agreed strongly with the proposition that victims of hate crime are not accessing their services at all.

One key difference between organisations was that Victim Support respondents were more likely to report that victims of hate crime were not accessing their services. Other organisations were more likely to be able to refer their victims on to other services. Victim Support respondents were significantly more likely to report that they are able to meet the needs of all the victims of hate crime to whom they provide support.

Many respondents commented on their difficulties in supporting victims of hate crime. These include:

Difficulties of relocation

''Issues around (re)housing and personal safety either at home or in the vicinity of the victim's home take up a large amount of our work with victims. It can take a long time and a lot of effort to move someone due to racial or homophobic harassment.''
(A LGBT voluntary sector provider – London)

Language barriers

''We do have difficulties offering services to some of our clients who do not speak English. Translating services are not readily available and are expensive.''
(This was a constant theme and response from many providers – both Victim Support and others.)

Lack of understanding and training about hate crime among mainstream service providers

''There is a lack of understanding from other agencies who do not specifically work in hate crime. This could be a training issue, or lack of procedures in their organisation. However, there is a need for increased understanding of what hate crime is exactly, and who our services users are.''
(Domestic violence hate crime unit – London)

''The quality of the services delivered by advice-givers is unreliable and may not consider or understand BME perspectives; therefore, it is difficult to signpost with any degree of confidence. Race hate crime is not considered as a problem in rural areas of North Wales.''
(A voluntary sector network organisation – Wales)

Resources – human (including volunteers) and financial

''Everyone claims to be under-resourced. The police, the CPS, local authority etc all state that they could do much more with greater resources.''
(A Victim Support branch – London)

''We have far more people on our books than we can possibly give a good service to with our current capacity.''
(A LGBT organisation – South West England)

3.7 Partnership working

3.7.1 Existing partnerships and their difficulties

Most respondents indicated they were involved in partnership work around hate crime. Just over three-quarters (76%) work with the police, 71% are part of multi-agency forums, 67% work with the

local authority, and almost half (48%) work with their local CDRP.

Whilst caution is necessary in drawing conclusions from a relatively small sample, it is worth noting that only one-quarter of non-Victim Support respondents worked in partnership with Victim Support. One respondent explained why they did not work with their local Victim Support service:

> "Victim Support is not amenable to partnership working, [they] don't attend partnership meetings eg police case review panel, won't join local third party reporting scheme – have a poor record in supporting victims, have no LGBT volunteers."

There were some differences in partnership working between Victim Support and other organisations. Victim Support was more likely to report involvement with local criminal justice boards (LCJBs) and CDRPs. Organisations whose primary area of work is supporting victims of hate crime were more likely to be involved in partnerships.

Respondents mentioned a number of other partners in their hate crime work:

- Crown Prosecution Service
- housing associations and tenants' organisations
- health care providers
- fire and rescue service.

Forty per cent of respondents indicated that they faced barriers in working in partnership with other organisations involved with victims of hate crime; one-third found that their efforts were unsuccessful. Of those who did face barriers, 83% blamed a lack of resources.

> "Funding issues have led to a competition culture, and it's not necessarily victim-led."

3.7.2 What Victim Support could do to improve partnership working

Organisations were asked to indicate how Victim Support could work in partnership with them to improve their services to victims of hate crime. Just over half indicated they would welcome improved communication about the services that Victim Support provides, and 46% would like to see enhanced joint project work or other joint working opportunities. Twenty-eight per cent felt that Victim Support should be clearer about what it can and cannot do, and 31% would like to see the development of local protocols. Further suggestions as to how Victim Support could help to improve services included:

- help with providing specialist counselling and ongoing support for victims
- provision of training for local community organisations and individual community leaders to tackle the problem themselves
- exploring ways of educating the public and service providers about faith-related hate crime
- joint working/a dedicated joint worker to support the race equality agenda in both a practical and strategic manner
- increase in resources.

3.8 Gaps in service provision

3.8.1 Gaps identified

Respondents were asked if there were any gaps that needed to be addressed in the services provided in their area. Over half mentioned trained counselling, 43% the provision of financial support and 28% the provision of information to victims of hate crime. Almost one-quarter of respondents felt there were gaps in the provision of emotional support, advocacy with other organisations, and support through the criminal justice system. One-fifth of organisations felt that there were gaps in the provision of practical support.

Further issues raised by respondents about gaps in services were:

- the need for clearer pathways for re-housing or evicting perpetrators
- lack of information about and basic understanding of faith-related hate crime
- support for older victims
- more translating services.

Organisations other than Victim Support were far more likely to report gaps in providing emotional support and provision of information (36%), whereas Victim Support made no mention of this. Furthermore, other organisations (31%) were more likely to report gaps in support through the criminal justice system and gaps in practical support.

It should be noted that the survey itself did not allow for an exploration of what respondents meant by these gaps, for example, whether they meant that there was no practical support or the wrong type of practical support, and so on. The issues raised in this section of the survey were explored in more depth in interviews with local service providers (Chapter 4) and with victims (Chapter 5).

3.8.2 Groups most affected

Respondents indicated that BME groups (45%) and refugees and asylum seekers (43%) were most affected by gaps in service provision, though this may reflect the remit of the organisations that responded and the clients that present to them. These are followed by gay men (31%), members of religious minorities and transgender people (29%), lesbians (28%) and people with learning disabilities (25%).

4. The local context
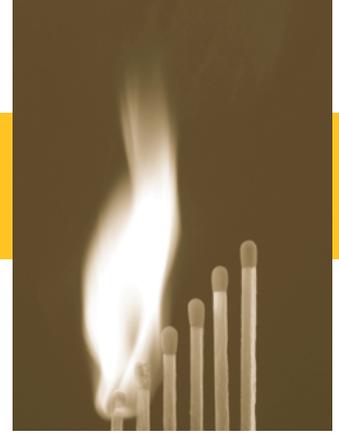
4.1 Introduction

This chapter presents some key data about each of the geographical research areas, providing a context for this research project. It sets out key demographic and socio-economic information and statistics on hate crime. It indicates some of the key local players in the hate crime field. This is explored further in later chapters.

The Census provides reasonably comprehensive data on the numbers of people by ethnic origin and (from 2001) by religious affiliation. However, there is little information on the sexual orientation of the population nationally or locally. The Government estimates that 6% of the national population are gay or lesbian, whereas other estimates of the LGBT population put the figure at 10%. The *National sexual attitudes and lifestyles survey* (NATSAL), used by health bodies to plan sexual health services, provides a more sophisticated calculation that takes into account the preferences of many LGBT people for living in urban or metropolitan areas.

Further demographic information on the study areas is contained in Appendix E.

4.2 Cardiff

4.2.1 Demographic and socio-economic situation

According to the 2001 Census, Cardiff had a population of 305,353. Of the population 91% was white, 2% was mixed and 4% was Asian. Just under 70% classified themselves as Christian, 3.7% as Muslim and 18.8% declared no religion.

4.2.2 Hate crime statistics

The most recent statistics recorded by the police in Cardiff indicate that in 2005 there were 544 racially motivated hate crime incidents, 43 homophobic and 14 religiously motivated hate crime incidents [26].

4.2.3 Other contextual information

The *Cardiff community safety strategy 2005–2008* identifies hate crime as a priority area and indicates that the Cardiff Community Safety Partnership (CCSP) will continue to prioritise raising public awareness and encourage reporting.

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[26] Statistics presented on hate crime in this chapter are based on figures provided by the local police forces. unless otherwise stated.

The CCSP comprises numerous organisations that work in partnership to reduce crime and disorder and improve community safety. It has undertaken work to tackle the under-reporting of hate crime. Race Equality First, a voluntary organisation, provides advice and support to victims of racial harassment. In addition, South Wales Police are seeking to address under-reporting and have established a confidential online self-referral scheme, True Vision.

At the co-operative enquiry workshop, the multi-agency race forum (MARF) was identified as a key vehicle in dealing pre-emptively with individual cases, particularly neighbour disputes. Victim Support does not currently attend these meetings. The workshop concluded that homophobic hate crime is not currently being focused upon by the forum or by any individual agencies in the city.

4.2.4 Victim Support

At the same time as the fieldwork for this report was being conducted, Victim Support South Wales was undergoing major restructuring. As a result, casework staff were reduced from two to one, and administration support was also reduced.

4.3 Lambeth

4.3.1 Demographic and socio-economic situation

In 2001 Lambeth had a population of 266,169. Over 62% was white, 4.8% mixed, 12% Black Caribbean, 11% Black African and over 4% Asian. Under 60% indicated they were Christian, 5.4% were Muslim, 1.3% were Hindu and 21.7% indicated they had no religion.

4.3.2 Hate crime statistics

In Lambeth, figures provided by London Borough of Lambeth *Community safety audit* for the 12 months to January 2005 indicate there were 379 incidents of racially motivated hate crime and 115 homophobic incidents. Lambeth police record the highest level of homophobic and transphobic crime in London.

4.3.3 Other contextual information

One of the key findings of Lambeth's *Community safety audit 2004* was the need for greater investment in victim and witness programmes. Victims and witnesses are now one of six themes at the heart of Lambeth's *Community safety strategy 2005–2008*. A joint action group (JAG) co-ordinates and monitors the delivery of objectives in this theme.

Lambeth Crime Prevention Trust (LCPT), a voluntary sector organisation, employs an LGBT anti-hate crime co-ordinator and recently appointed an anti-race and faith crime co-ordinator. There is an LGBT liaison officer based in Lambeth Police who works to ensure LGBT communities receive a good service from the police. In addition, there is a youth worker for LGBT young people and the Lambeth Schools Project is currently under review.

At the same time as this research was being conducted two other relevant pieces of research were being conducted in the borough, both commissioned by the local authority. One was an audit of services for victims and witnesses to benchmark existing services against forthcoming Government standards; the other was a survey of services for LGBT communities.

4.3.4 Victim Support

Victim Support Lambeth employs five full-time and three part-time members of staff. This includes two full-time and one part-time members of staff who work for the Witness Service. Its *Annual report 2004/2005* highlights the issue of hate crime. This staffing compares unfavourably with similar London boroughs; participants in the Lambeth co-operative enquiry workshop reported that Camden has eight workers and Southwark, 20.

Victim Support points out that Lambeth had the highest number of homophobic and transphobic hate crimes in 2004/2005 and indicates that it works on hate crime with other partners in the borough – in particular the police, community safety unit at Lambeth Council, and Lambeth Crime Prevention Trust. Overall, 52% of Lambeth Victim Support referrals come from BME people, who represent 38% of the borough's population.

In 2004/2005, the Witness Service in the local magistrates' court supported 1,760 witnesses and their families. Referral rates from agencies other than the courts have increased and almost 100% of clients for the adult court receive information from the Witness Service before the trial date. The borough's Witness Service found 88% of clients were very satisfied or satisfied with the Witness Service, yet only 33% expressed any satisfaction with the criminal justice system as a whole [27].

4.4 Oldham

4.4.1 Demographic and socio-economic situation

The population of Oldham in 2001 was 217,273. Over 86% was white, 11.9% was Asian and 2% were mixed. Just under 73% saw themselves as Christian, 3.7% were Muslim and 18.8% said they had no religion.

4.4.2 Hate crime statistics

In Oldham there were 434 incidents of racially motivated crime recorded by the police for the financial year 2003/2004, three incidents of homophobic hate crime and six incidents of religious hate crime. Victims of hate crime are most likely to be Asian and male (36.4%) or White European (30%). There has been a notable increase in the reporting of hate crimes since the launch in March 2004 of the ongoing campaign There's No Place for Racism in Oldham.

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[27] Victim Support Lambeth, *Annual report 2004/2005* (December 2005)

4.4.3 Other contextual information

In its *Community safety strategy 2005–2008*, Oldham Crime and Disorder Reduction Partnership – Oldham Against Crime – cites the Oldham Reassurance Project as one of its achievements to date. The project was launched to tackle 'low-level' incidents including anti-social behaviour, youth nuisance, minor criminal damage and graffiti, and to deliver reassurance policing to two wards.

Tackling racist and hate crime is one of the key priorities for Oldham Against Crime. The *Community safety strategy* indicates that in 2004 there were 567 incidents of hate crime reported to the police, an increase of 1.5% on the previous year. The most frequent type of hate crime reported was racist crime, with other types of hate crime making up less than 1%. The strategy acknowledges the suggestion that under-reporting of hate crime is very high and states that the partnership will work to improve the confidence of people vulnerable to racially aggravated and homophobic crime to report incidents.

In addition, at the Oldham co-operative enquiry workshop, the police reported that they had begun working closely with LGBT people to strengthen "the sense of community" among this group. Oldham Race Equality Partnership (OREP), which has been taking a lead on race and religious hate crime issues, was keen to ensure that it was involved in this work as people from BME communities who were also LGBT were likely to be at even greater risk of hate crime.

4.4.4 Victim Support

The *Annual report* for Victim Support Greater Manchester in 2004/2005 refers to improved community cohesion and partnership working in Oldham. In the period covered by this report, the Oldham office received funding for a BME outreach worker (this funding has now ceased) and to review reporting centres for the reporting of racial and hate crime incidents. A grant from the Big Lottery Fund allowed it to establish a professional counselling service for victims of serious crime. The office currently employs four full-time and one part-time members of staff, including the Witness Service manager.

4.5 Stoke-on-Trent

4.5.1 Demographic and socio-economic situation

In 2001 Stoke-on-Trent had a population of 240,636. Just under 95% was white, 3.5% was Asian and just under 1% was mixed. Three-quarters of the population said they were Christian, 3.2% were Muslim and 13.4% declared no religion.

4.5.2 Hate crime statistics

In 2005 Staffordshire Police recorded 437 incidents of racially motivated crime, 43 incidents of homophobic crime and 14 incidents motivated by religious prejudice. Staffordshire Police has developed independent advisory groups representing different communities, for example BME and LGBT communities, to advise on issues particularly relevant to them. It aimed to increase the reporting of hate crime with the launch in May 2004 of *True vision* self-reporting packs for race and homophobic crime.

4.5.3 Other contextual information

In its *Community strategy 2004–2014*, Stoke-on-Trent City Council and Local Strategic Partnership outlined their plans for making Stoke a safer city. The strategy sets out to tackle the causes of racist incidents and reduce tensions within, and between, communities. One specific target is to reduce racial incidents. In developing safe and cohesive communities, the strategy indicates that it will ensure:

- all racially motivated incidents are reported and dealt with
- it will work with PARINS (Partnership Approach to Racial Incidents in North Staffordshire) to tackle the causes of racist incidents and reduce tension within and between communities
- hate crime and associated crime will be targeted
- people at risk of being a victim of hate crime will be supported
- action to address racially motivated anti-social behaviour will be a priority
- it will analyse violent offences to identify how race, gender, age and other factors are an influence, and put in place initiatives to reduce them.

PARINS was established to offer advice and assistance to victims of racist incidents; and to develop community confidence to report racist incidents, reduce them, and improve community relations.

The PARINS community involvement project in 2004/2005 consulted with young people, BME small businesses, refugees and asylum seekers, gypsies and travellers, and Asian women and elders. Almost all interviewees reported experiencing verbal abuse but stated they had not reported it as they thought little could be done. Refugees and asylum seekers and young people were among those who were least likely to report incidents; this was because they believed little could be done, but also because of disappointment when they had reported previous incidents. The need was also identified for a mechanism to report incidents for those whose first language is not English.

Experience varied for those who had reported incidents. Lack of feedback was a common complaint. Few interviewees were aware that they could report to PARINS and they had low expectations of assistance from this source.

As in Oldham, the police in Stoke-on-Trent have been involved in capacity-building work with the local LGBT community. It was reported at the Oldham co-operative enquiry workshop that Staffordshire Police had recently won the Stonewall Diversity Champions Award as best employer of people from LGBT communities. Individual officers are encouraged and supported to be open about their sexuality and it was felt that this would have a positive impact upon people from LGBT communities in relation to reporting hate crime.

The co-operative enquiry workshop also reported that it had recently secured CPS involvement in its hate crime work, which should improve communication on decisions about prosecution of offenders and ensure greater accountability and transparency.

4.5.4 Victim Support

Victim Support in Stoke-on-Trent employs three paid members of staff. Victim Support Staffordshire works closely with the local criminal justice board to help raise awareness of victim and witness issues. To this end it began developing witness panels that bring together people who have attended court to talk about their experiences.

5. Local perspectives from service providers

5.1 Introduction

The second stage of the research involved in-depth validation interviews with service providers in the four research areas in January 2006. The questions focused on local service provision, partnership working, gaps in service provision, and how services might be improved. In each area, interviews were conducted with:

- the Victim Support branch manager
- a representative of the community safety unit of the police
- a representative of the community safety team from the local authority
- two service providers.

Further interviews were undertaken in March and April 2006 to fill in any information gaps. These focused on community organisations and key workers, and in particular on issues faced by smaller groups in supporting victims of hate crime. A full list of those interviewed is provided in Appendix B.

This chapter presents key issues raised by the validation interviews.

5.2 Support needs

5.2.1 Distinguishing factors

Like much of the literature on the impact of hate crime, respondents emphasised that a key factor that differentiates victims of hate crime from other victims of crime is the fact that they have been targeted because of who they are – because of their ethnicity or their sexuality:

> "… it is personal and targeted. It is about who they are. Their sexuality or religion or race – things by which they define themselves."

Victims of hate crime are clearly not a homogenous group. Interestingly, respondents did not distinguish victims' support needs in terms of the type of hate crime experienced (for example, racism versus homophobia). As for any type of crime, the relative impact of the crime on the victim determines support needs.

5.2.2 Practical support

While many of the victims whom respondents deal with have experienced relatively minor incidents, for example name-calling and window-breaking, they are often repeat victims. As a result, victims tend to prioritise, over any other type of support, the need to change the circumstances that led to their victimisation.

Respondents stressed that victims need to be assured that meaningful steps are being taken to ensure their safety, such as the perpetrator being prosecuted, steps taken to re-house the victim or to change a child's school, or the issuing of an anti-social behaviour order (ASBO). Victims feel better when seeing action being taken, even before results are obtained. Referring to a recent spate of group victimisation of the Sudanese community in Cardiff, one respondent explained that proactive support could help victims contain their anger at the hate crime:

> "If you have 30 or 40 angry Sudanese, you need to show them that they are receiving support [from mainstream organisations to tackle the situation], as this will reduce the chance that they take matters in their own hands."

Several respondents referred to a divergence that often arises between the victims' own wishes and those of service providers. For example, a service provider may want to evict the perpetrator, while the victim may want to move away as soon as possible; or a service provider might insist the incidents are reported to the police in order to instigate their procedures, while the victim may not want to do so. Respondents stressed the importance of being victim-led: keeping the victim's wishes at the forefront of support efforts.

Equally, victims require help in dealing with logistical and medical issues. This can often involve resolving benefits issues, compensation and re-housing. For cases involving physical attacks, it can mean helping the victim deal with healthcare professionals.

5.2.3 Emotional needs

Respondents stressed the need for understanding and sensitivity in dealing with victims and to take incidents seriously, whether or not they involved physical violence. This was given particular emphasis in view of the suggestion that some police officers do not treat non-violent hate crime seriously.

A number of service providers indicated that they would like to refer clients for counselling, and two stated that they provide counselling themselves. They felt that the emotional damage and fear that arise from victimisation often require professional support. There was a certain amount of confusion around the term 'counselling', with several providers being unclear about what counselling involves – even if they felt that they required the ability to provide, or refer to, in-depth emotional support.

Service providers pointed out that hate crime exacerbates the sense of isolation and fear which asylum seekers and other new migrants can experience:

> "I spoke to a lady from a BME group who had some kids banging at her door. She gave them a mouthful. But an asylum seeker … would stay at home for weeks after such an incident."

5.3 Support and services

5.3.1 The police

Respondents included representatives of the four local police forces, based in community safety units. One interviewee was an LGBT liaison officer.

Respondents stated that community safety units offer the victims they deal with:

- a point of contact and an open channel of communication, where the victim can get back in touch as required and the police can report on progress

> "We go to the house and offer regular contact when a victim is very distressed and they feel that the police are not taking it seriously; we reassure them that we are looking at it and will provide feedback."

- details of local support agencies, for example a local LGBT resource card
- referral to an appropriate service provider, such as Victim Support or PARINS
- installation of safety measures in victims' homes, for example locks, cameras and alarm buttons.

In addition, they carry out outreach work; for example, they patrol high-incidence areas

> "… to reassure users [of location X] that the police are there to protect them, to gather intelligence if they have been victims and to encourage them to report."

There was variation in the details of the practice in each area, particularly with respect to the policy and practice of referring victims to Victim Support and other agencies.

5.3.2 Voluntary sector providers

The service providers who were interviewed provide a combination of practical and emotional support:

- encouraging and assisting clients to report incidents to the police, though they stressed that support is not conditional on reporting and they respect the victim's decision on this
- providing casework support, or referring to agencies that do; assisting clients to sort out myriad practical issues; and, in complex cases, co-ordinating different agencies (for example the police and the landlord) to ensure resolution of the problem
- some offer advocacy work. For example, if the victim is not happy with their treatment by the police, or fails to make headway with a housing provider, the caseworker will speak on behalf of the victim to help resolve the issue.
- providing emotional support, for example, through regular telephone contact and home visits.

5.3.3 Victim Support

Despite Victim Support's agreement with ACPO to ensure victims of crime are offered contact with Victim Support, it was surprisingly difficult to understand how local police forces put this into practice. There does not appear to be consistency in the way in which police refer victims of hate crime to Victim Support and other organisations. For example, in Oldham, the police refer victims of racial harassment to Oldham Race Equality Partnership (OREP) and/or to Victim Support. The police officer makes a judgement on this at the time of the incident, based on their assessment of the crime and victim. In addition, cases are reviewed at a weekly multi-agency meeting – where a victim may be referred to OREP or to Victim Support. In Stoke-on-Trent, the police refer victims of race hate crimes to PARINS or to Victim Support.

As the online survey indicated, Victim Support respondents had a particular focus on the provision of emotional support. Volunteers assigned to hate crime cases should have received specific training in this area.

Depending on the severity of the incident and availability of staff resources, Victim Support sends letters offering support and may follow this up with a telephone call, or they telephone the victim on receiving the referral.

One respondent suggested that English language proficiency should inform how the police make a referral and how Victim Support then deals with it. The police provide no information on the victim's ability to speak or understand English, which can result in Victim Support sending a letter to someone who cannot read it. In such cases it was suggested that a telephone call from someone who speaks the victim's language would be a more effective way of offering support.

Depending on the victim's needs and wishes, Victim Support assigns a volunteer to the case. Support can range from a one-off phone call to several months of emotional and practical support. In Lambeth, more in-depth counselling is provided [28].

5.4 Partnerships

Two of the four research areas have multi-agency forums to tackle hate crime, though one of these focuses solely on race hate crime.

5.4.1 Oldham

Oldham has a racist crime and incident management group and a racist crime incident task force, both chaired by the police. Members include Victim Support, OREP, First Choice Homes, the local authority and representation from schools. The management group meets weekly and reviews all known race crime incidents of that week. In addition to discussing action needed in individual cases it has a strategic role, tracking trends in particular neighbourhoods. The task force meets every month and focuses on strategy and prevention work, for example:

> "At a recent meeting, Environmental Services said they would look at cutting a hedge and improving lighting on a particular street in which there were some incidents recently."

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[28] Counselling services are not a part of Victim Support's core service.

OREP seeks to raise awareness of its services to victims and potential victims as widely as possible. Leaflets are distributed and face-to-face meetings are held with targeted communities, for example:

> "The racial harassment officer has been out and visited every taxi rank and take-away and Asian off-licence. He explains what he does and the services he can provide."

5.4.2 Stoke-on-Trent

PARINS started in 1997 when agencies came together to respond to the inadequacy of provision around racist incidents. Key players are the citizens advice bureau (CAB) and the race equality council (REC); other members include Victim Support, the police and statutory agencies. It works directly with victims, provides capacity-building around race crime in North Staffordshire and undertakes policy work. An example of its successful policy work is that now the National Asylum Support Service allows asylum seekers to move after racist incidents, even if there was no physical violence. It is currently developing a reporting system in schools so that children can self-report racist incidents.

Two respondents in Stoke-on-Trent cited the following incident as a good example of partnership working:

> "Our local fire service went to extinguish a fire in a shed at the home of a Kurdish asylum seeker. They noticed racist graffiti and they suspected arson. They phoned PARINS and said they thought the man was a victim of a racist incident. We were able to find someone who speaks Kurdish, and help. He reported to the police, once we assured him that it was OK to do so. It ended with a prosecution. PARINS acted as the bridge."

5.4.3 Cardiff

Cardiff does not have a functioning partnership dealing specifically with hate crime. However, the hate crime task group is in the process of being reformed.

5.4.4 Lambeth

Lambeth does not have a specific partnership working on hate crime. This is included in the action groups working on the implementation of the *Community safety strategy*. Lambeth does have anti-faith and race crime and LGBT anti-hate crime co-ordinators, based at Lambeth Crime Prevention Trust (LCPT). There is an LGBT forum and the Community-Police Consultative Group (C-PCG), set up in the wake of the 1981 Brixton riots, which holds monthly evening meetings. These meetings allow Lambeth organisations and individuals access to the police, and are one way in which they can hold the local police to account.

Effective practice: The police in partnerships

The posts of LGBT anti-hate crime co-ordinator and the police LGBT liaison officer are examples of good practice in Lambeth. The LGBT anti-hate crime co-ordinator brought together a partnership of organisations including Victim Support, the Metropolitan Police, British Transport Police, London Borough of Lambeth, Transport for London and Galop (London's LGBT anti-violence charity) to run road shows as part of LGBT History Month. These were held in February 2006 at transport hubs in the borough, to raise awareness of issues affecting LGBT communities.

5.4.5 Successful partnerships

Respondents indicated that key to successful partnership working is commitment from partners and the involvement of representatives of appropriate seniority. Indeed, respondents cited the lack of senior members as a cause for a partnership to collapse.

When asked how they would like to see their partnerships on hate crime improved, several respondents answered that community organisations need to be included in the partnership. Failing that, the partnership should develop stronger links with such organisations:

> "We need stronger accountability back to the communities. We need to be clearer about where we are going, and engage and get communities to hold us to account."

5.5 Filling gaps in service provision

5.5.1 Outreach

The key problem, according to the majority of our respondents, is not the quality of the support provided, but rather the lack of uptake of services. All respondents felt that they were only reaching a minority of victims of hate crime. In order to address this, service providers suggested that they needed to focus much more on increasing awareness about the services and support they provide. They literally need "to go out there".

> "Posters are not enough. You have to knock on doors, go to schools, and go to clubs and say: 'Hi, I am P!' If I am there and accessible and they know me and trust me, they will come. But this costs more and so is the last thing to be provided. Development work always goes first when the budget is cut!"

5.5.2 Community involvement

Several respondents indicated that community organisations lack adequate service provision for victims. They suggested that larger agencies, such as Victim Support, PARINS and OREP, should provide training and resources to empower community organisations. One respondent who is involved in a refugee community organisation commented:

> "We had six incidents of hate crime in our community last month. We felt frustrated as a community. The only route we have is to go to the police. We don't have training or resources to provide more support ourselves. We know it is the same with other organisations in the city."

Respondents emphasised the need for established organisations which tackle hate to forge links with community groups, as well as individuals from target communities. Such relationships are required for capacity development of communities, better mutual understanding and to enable statutory bodies and the voluntary sector to better grasp the situation on the ground:

> "We need to gather intelligence on the ground and build links with the community …. If we have a youth worker in an area and they know of incidents and feelings there, they can feed back to the group …. We need to continue building confidence for people to report and make sure they feel heard and receive services that work."

One local authority respondent was keen to ensure that it was accountable to the community for its work on hate crime, to pilot community advocate programmes and work with communities to give out a clear message that hate crime is not acceptable.

5.5.3 Mainstream providers

Specialist agencies voiced concern about the way mainstream service providers, such as housing officers, school staff, social workers and police officers, deal with victims of hate crime:

> "There need to be better mainstream services for LGBT people so that they can feel included."

> "In an ideal world, we [a specialist provider] would not be here. Every agency would know what to do. But we are getting people who have been to the police who did nothing or to their housing officer, but been turned away."

One suggested way forward was to put more resources into the provision of specialist training for these staff and volunteers, who are often the first point of contact for victims of hate crime.

> "People are not trained enough. One teacher said: 'If I filled out forms of racial abuse, I would do this all day!' For them, it is just another piece of paperwork. We have to make sure frontline providers know why it is important to report and get support so that something will get done."

5.5.4 Communication and awareness-raising

Many respondents commented that they did not really know what other providers were doing to support victims of hate crime and that improved communication would result in better service delivery. This suggests that there is a need to develop stronger partnerships and communication strategies.

5.5.5 Language and cultural issues

Respondents indicated that they faced difficulties in providing interpretation where victims are unable to communicate in English. Interpreters and translators are expensive and in short supply, telephone interpretation can be unsatisfactory, and some organisations indicated they had difficulty recruiting volunteers from BME groups.

Some respondents said victims benefit from having support from someone of their own cultural background. Many, including Victim Support, try to recruit volunteers and staff from different backgrounds. This resolves the language issue and can help put the victim at ease. However one respondent disagreed, indicating potential problems with "matching" victims and support workers or volunteers.

- It can be difficult to recruit volunteers from a range of backgrounds.
- Some victims may fear that information will be shared among their community.
- Service providers should not assume what a client wants.
- There is an advantage in showing the caring face of the "other" to the victim – for example, a white volunteer in the case of race hate crime perpetrated against the BME community; or a heterosexual volunteer in the case of a homophobic crime.

5.5.6 Provision of in-depth emotional support and counselling

A minority of (non-Victim Support) service providers highlighted the need for greater provision of in-depth emotional support or counselling:

"We need a specialist service like counselling, especially for young people. Sometimes they say things like: 'I wish I could change the colour of my skin,' or they scrub themselves so hard."

"The gap is in provision of emotional support. I see people breaking down in front of me: 'I am Black British! I have never thought of myself as anything else.' Where do I refer such a person?"

5.6 Perceptions of Victim Support

5.6.1 Other service providers' views

Service providers had mixed views about Victim Support's work with victims of hate crime. Police respondents praised Victim Support, saying it provides an "excellent service". However, nearly all respondents said they are unclear about what Victim Support does specifically for victims of hate crime:

> "I don't have experience of dealing with Victim Support, other than those police leaflets. Race Equality First is the main organisation that deals with these incidents."

> "Victim Support needs to come to the forefront and be more vocal about what it can offer."

One respondent, who part-funds the local Victim Support service, acknowledged that though he receives statistical reports from Victim Support he receives nothing on outcomes and has no real idea about the quality of the services provided.

> "… it would be helpful if Victim Support could illustrate both the need and the quality of the work it does."

Respondents felt that their lack of knowledge arises from poor communication from Victim Support. Victim Support does not always inform local stakeholders working on hate crime of its activities in this area. In addition, respondents felt that Victim Support lacks links with community organisations, which hampers their ability to provide a good service to 'hard to reach' individuals who are frequently the target of hate crime.

A couple of respondents questioned Victim Support's role in supporting victims of hate crime. The organisation is perceived as being linked to the police, and this was seen as potentially off-putting for a client group that has an ambivalent relationship with the police. While there was some acknowledgement by service providers that Victim Support offices have taken on more staff and volunteers from BME backgrounds, the organisation has yet to shed its white middle-class image.

In terms of homophobic crime, one respondent was particularly adamant that Victim Support is not appropriate as a lead agency to provide support:

> "The existing volunteer networks of many Victim Support offices would not make it easy to take on an invisible community [such as LGBT]. If people are not at the stage that they can come out, then an organisation that is not bespoke is not going to get the credibility and support to take things forward …. I can't see a place for Victim Support in hate crime."

5.6.2 Victim Support's views

On the whole, Victim Support staff stated that they were generally satisfied with the service they provide. The key issue for them is to reach more victims of hate crime. This said, they did raise a number of other concerns:

- lack of training for staff
- a wide variation in practice between offices
- the need to take on a more diverse staff and volunteer base
- the need for more outreach.

> "I think the service on offer here is relatively good. The perception of the service is different from what the actual delivery of it is, and work should be done on improving the perception. Once [people] get through the door they're quite satisfied with it. I think they've got this idea of old ladies sipping tea: sometimes it is, but other times it's something more than that."

Respondents indicated that there are not enough training courses on race crime. One said that in the previous year there had been only three such training days. Another complained that staff could not attend serious crime training courses available to volunteers. So, while volunteers get high quality training in dealing with victims of hate crime, there is a lack of opportunities for staff, who have to refer to volunteers' packs for guidance [29].

One Victim Support manager was candid in describing the services of the member organisations, indicating that the service Victim Support provides varies between different offices:

> "The work of Victim Support is patchy and variable. It still has a reputation as a white middle-class organisation."

Respondents expressed mixed views about Victim Support's National Office. One was particularly pleased with internal communication – the newsletter, National Conference and the extranet. In this way the manager felt she was able to stay in touch and keep abreast of developments.

Opinions were divided on the formal guidance about hate crime provided by the National Office. Some respondents said the absence of a formal protocol for dealing with victims of hate crime was positive, because it encouraged flexibility. Others felt that more direction would be helpful. Currently important questions, such as the circumstances under which a victim gets a follow-up phone call, or the extent of support to offer, are left to the discretion of the branch manager. Another branch manager indicated that her branch had implemented its own protocol for victims of hate crime.

One respondent took a different view, indicating that the guidance *Good practice in supporting victims of racist crime* produced by the National Office does not allow for much flexibility. However, this respondent praised the aspiration to high standards across the organisation and said the National Office had found the balance between providing flexibility and direction.

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[29] The training module for racist crime and the learning outcomes have been designed specifically for volunteers and not staff. These events are for volunteers only, as they will be delivering the service. Staff awareness materials have been designed that are primarily for distance learning, covering racist crime and how to manage that aspect of the service.

However, another manager spoke of tensions with the National Office and suggested that Victim Support was a "top-down organisation" that needed to respond to issues and provide ways of operating that are workable on the ground. The same manager suggested that the National Office has a tendency to 'recreate the wheel', citing as an example the fact that other organisations have done a lot of work on refugees and asylum seekers, which Victim Support could learn from, rather than starting work in this area from scratch.

Victim Support managers agreed with other respondents that they need to do more outreach in their communities to encourage reporting of hate crime and to forge better links with community organisations so that their services are better known.

Victim Support branch managers indicated they would like more representation from BME communities among staff and volunteers, as they saw this would enable them to reach BME communities. One manager indicated that when his branch inducts volunteers, he brings in representatives of BME groups to the training days so that volunteers link up and learn from people of different backgrounds.

5.7 The criminal justice system

5.7.1 Reporting

Under-reporting of hate crime was a key concern among service providers. If victims do not report incidents to the police, it reduces the chance that the victim will receive support, particularly from Victim Support, as the police are not in a position to make a referral. It also means that other measures to tackle the problem are unlikely to be taken.

The reasons given for not reporting hate crime are consistent with those cited in the review of existing research, and they include:

- negative perceptions of the police
- negative experience of reporting incidents to the police. For example, a respondent told of a victim's experience where the reporting officer appeared more interested in his immigration status and in the vehicle registration documents than in the racially motivated smashing of the windscreen
- in the case of new migrants, and asylum seekers in particular, a negative experience of the police in their country of origin
- a sense that reporting is futile: nothing will change
- difficulties involved in reporting to the police.

> "If you have to sit for hours in Brixton police station and people can see you —
> it's frightening, and they fear repercussions."

Respondents feel that they should increase their outreach to raise awareness of the benefits of reporting, such as the consequent provision of services and support.

Respondents would like to see more use made of third party reporting centres [30]. However, they grappled with the lack of success of these centres: few victims have made use of them. Several respondents were perplexed by the widespread failure of these centres. They suggested that the key problems are a lack of capacity-building of reporting sites and a lack of outreach. Indeed, while initial training was adequate, there was little follow-up by the support agencies once the sites were set up – and insufficient resources were put into outreach and publicity.

> "I don't know why they have not worked … there was no follow-up or publicity.
> You need to train people so they can receive complaints etc."

> "My concern when this was proposed was that there are resource and training issues for staff
> (there might be horrendous incidents or staff may be experiencing it themselves).
> Work was done around setting up third party reporting for LGBT communities, and there was
> barely any reporting. Are people really going to go to a library to do this?
> In our strategy it says we'll set up 60 sites. But we need to review this – is it
> the right way to go, looking at evidence from elsewhere?"

One respondent urged that greater efforts be put into improving self-reporting: with tailor-made forms for different groups, such as children or LGBT communities, hotlines and online reporting systems.

5.7.2 Going to court

Respondents identified key barriers in getting victims and witnesses to give evidence in court. These include:

- fear of repeat victimisation
- fear of the court process
- lack of motivation – all the trouble of going to court with no certainty of conviction, or for no personal benefit when the respondent does not fear repeat attacks
- concern for privacy, especially in the case of LGBT crime.

Service providers suggest that more should be done to make it easier to give evidence in hate crime cases. This is particularly important because many cases are not deemed serious enough to warrant special measures such as screens and giving evidence by TV link:

> "Cross-examination is bad …. But to get justice you have to do it. But the CJS is stacked against
> getting victims or witnesses into court. So if on top of difficulties which are faced by anyone,
> you get someone insecure about their sexuality, it is even more difficult ….
> It is a nightmare getting the psychological awareness in court."

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[30] Following the publication of the Stephen Lawrence Inquiry report in March 1999, third party reporting centres were set up in community groups and voluntary and statutory agencies. The aim is to encourage greater reporting of hate crime by enabling victims to report without needing to go directly to the police and with the option to remain anonymous.

6. The views of victims

6.1 Introduction

In the primary research phase we set out to interview 40 victims of hate
crime in four areas: Cardiff, Lambeth, Oldham and Stoke-on-Trent. The original intention was to interview 20 respondents referred though Victim Support and 20 interviewees recruited via other outreach methods.

We received a lower than expected number of referrals from the respective Victim Support offices. Moreover, where referrals were made we experienced a high rate of 'no-shows' [31]. To address this we added two further study areas (Bolton and Southwark), in consultation with Victim Support.

One hundred and eleven interviews were conducted. One hundred and seven were used as data for final analysis. Four of the interviews were excluded during the coding stage. This was due either to the interview falling outside the scope of the research, or gaps in the demographic information. Other gaps in recording demographic information and interviewees 'opting out' of answering specific question mean that the cumulative figures in the tables below will not always return a figure of 107.

Table 1: Referrals and interviews in each study area

	Total number of referrals from all sources	Completed interviews	Victim Support referrals interviewed
Cardiff	24	13	6
Oldham	38	29	3
Lambeth	51	28	11
Stoke-on-Trent	37	31	11
Bolton	14	6	6
Southwark	1	0	0
Totals	*165*	*107*	*37*

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[31] Each potential referral was followed up at least twice if they were a no-show for an appointment.

Table 2: Characteristics of those interviewed

Ages	Unassigned	15-24	25-44	45-64	65+	
	13	23	64	5	2	
Gender	Unassigned	Male	Female	Transgender		
	0	66	39	2		
Sexuality/ identity	Unassigned	Gay	Lesbian	Heterosexual	Transsexual	
	84	17	1	3	2	
Ethnicity [32]	Asian (including Bangladeshi, Indian, Pakistani)		Black (including, Black African, Black Caribbean)		White (including Irish, European)	Other
	35		30		22	16

Table 3: Types of hate crime [33] – ethnicity, perpetrator, motivation and frequency [34]

Types (severity) of hate crime (upgraded)	Verbal abuse and damage to property	Damage to person	Damage to person and property	Damage to property	Insulting words and behaviour	Verbal abuse and damage to person
	11	24	12	11	43	6
Ethnicity [35] of perpetrator	White	Asian		'Various'	Unassigned	Black
	73	3		8	15	8
Motivation of perpetrator	Race	Homophobia		Religion	Unclear and /or multiple reasons	Transphobic
	81	16		2	5	2
Frequency of attacks	Single incident			Multiple incidents		
	59			48		

A more detailed method statement for this phase of the research can be found in Appendix C.

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[32] These categories were provided for ease of reference, and the interview schedule allowed the interviewee to class themselves in accordance with the Census categories, 16 + 1.

[33] Criminal charges or reporting to the police happened rarely, so incidents were coded in one of these six categories.

[34] A high number of those interviewed had been, or were, subjected to multiple or ongoing attacks.

[35] The ethnicity of the perpetrator is recorded from the perception of the interviewee.

6.2 The nature of hate crime

Our respondents suffered attacks by virtue of their ethnic origin or sexual orientation that ranged from insulting behaviour to assault and arson. Just over half our sample suffered from ongoing victimisation.

Table 4: Motivation by type of incident

Motivation by type of incident	Homophobic	Race/religion
Violence (including insulting behaviour)	5	25
Violence and damage to property	3	7
Damage to property	4	22
Insulting behaviour without violence	4	35

"Myself and a friend, who also happens to be a transsexual, were walking in the city centre [Cardiff]…. As we reached a cash-point, [the group of boys] caught up with us and they started the abuse again. They kind of got too close for comfort: one of them was leaning over my shoulder and shouting comments in my ear."
(011-005)

"He came over and kicked my car, so I got out to inspect the damage; our cars get kicked all the time. It happened in a split second, now he kind of grabbed me. Before I knew it, there were 10 or 15 more white youths kicking the hell out of me."
(OH-006-017)

Many respondents, especially taxi drivers, bus drivers, and shop owners, complained of incidents at work.

"I was on the rank and they started attacking my vehicle. All of a sudden the racial abuse started: 'You black so-and-so, you Paki so-and-so etc.' Quite a few of them got together and there were a few taxi drivers trying to stop it all and managed to defuse the situation there. But within a few minutes they were back again; kicking the vehicle, punching it, everything – 'You Paki so-and-so, we're gonna get you.'"
(006-019)

6.3 The effects of hate crime

The effects of hate crime varied dramatically across our sample, although this did not appear to relate to the type of hate crime, eg homophobic or racist [36], or to the ethnicity of the attacker or victim. According to this sample, the variations related to the perceived severity of the crime. The most severe crimes from the victims' perspectives are, on the one hand, serious assault or extensive damage to property; and on the other, continuous, even if low-level, abuse such as verbal insults or window-smashing. A minority of individuals suffer disproportionately, either much more or much less than others who experienced similar incidents.

Effects most commonly reported include: emotional responses such as anger, hurt and fear; fear of the attacks worsening; financial burden; mental and physical illness; and trauma of the respondents' children.

6.3.1 Fear and anger

Many respondents described living with fear of repeat attacks. For some, this fear was so acute that they feared worse crimes still.

> "It is just horrible, just horrible. I keep my mobile phone in my hand all the time, not in my pocket, so that I can call the police because I know they will attack me again."
> (010-002)

> "I kept my children inside the house, to protect my children so that they are safe. Because I hear that in other areas, [like in] Birmingham and in Manchester, people are having their houses burned or people are being killed."
> (007-005)

> "It made me scared to be alone in the house. I felt unsafe."
> (008-003)

A minority of respondents reported feelings of anger:

> "I get angry and keep it inside until I get home. Then I bang doors and windows and let it all out, because I don't want them to see how it affects me." (008-011)

6.3.2 Illness: depression and physical ailments

Many respondents reported suffering from depression after the attacks. Others suffered a worsening of existing physical ailments.

> "My blood pressure rose up to 225. Basically I went into shock."
> (007-009)

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[36] It is important to note that victims of homophobic and racist hate crimes are not mutually exclusive categories. In our study two respondents experiencing hate crime were from both LGBT communities and from BME communities. In some cases the motivation of the perpetrators of the crime and the way in which the crime was perceived by the victim may encompass both racial and homophobic elements. There were also two respondents who were not from LGBT communities who were identified verbally as being 'gay' by the perpetrators as the prime justification for the attack.

6.3.3 Trauma in children

Parents who suffered attacks at home all expressed deep concern for the emotional welfare of their children.

> "We have developed a terrible sense of insecurity, but the worst of all is my little one. Since this last attack he wakes up almost every night with nightmares, crying, and any small noise distracts his attention."
> (003-003)
> [This interviewee suffered a series of attacks including bricks through the windows of their family home]

6.3.4 Financial burden

A few respondents complained of the financial burden hate crime has caused them. Two respondents had to replace doors, and several had to contend with broken windows and damaged goods.

> "Damage to windows due to firework being thrown. Balls were also kicked against the windows. Lights were damaged outside the house, which were hired for a family wedding, costing £3500 to replace."
> (008-009)

6.3.5 The extremes of response

While the vast majority of respondents suffered the range of responses detailed above, there were respondents at both ends of the scale who reacted differently.

At one extreme, respondents reported dramatic changes to the quality of their life as a direct result of the crime against them. Examples included changes in the material quality of life such as the loss of their home or business due to arson and vandalism and deterioration of their emotional well-being. Some suffered dramatic consequences such as agoraphobia, resulting in the abandonment of life outside the home, including work.

> "I thought if I was going to get harassed when I go out, then I'd rather stay inside. It got to the point where I stopped working and I started claiming benefits."
> (011-003)

One victim suffered homelessness and years of victimisation by his neighbours:

> "My house was burned down and I ended up sleeping rough in hostels and one night on a bench. It is a constant whispering and bullying campaign. They call me names, saying I'm a paedophile and saying that I'm gay. Eggs, stones and footballs are thrown at the windows. None of the allegations is true and there has never been any evidence against me."
> (008-011)

Other respondents lost their businesses:

> "I had a small shop in Manchester and similar incidents happened, but they were much worse. We had to close down that shop and I lost out on a lot of money because I can't sell it on."
> (OH-008-018)

At the other extreme, a few respondents reported experiencing no effect, or accepting abuse as part of daily life. These respondents were typically victims of verbal abuse, particularly over a long period of time, such as taxi drivers and traffic wardens. Such victims take a pragmatic view and seem to be able to rationalise the event:

> "We are learning to cope with the abuse during weekends and holidays because this is the time when there is more abuse. There is really nothing I can do about it."
> (007-005)

> "I have somewhat become desensitised due to the sheer number of times this happens. It used to happen literally on a daily basis, you know I would just walk out of the house, go into town, and in a space of three or four hours, there would be three or four incidents."
> (011-005)

Several of our respondents also reported feelings of guilt at being the victims of such crimes and for not being able to bring perpetrators to justice.

> "I felt guilty … and became scared and very upset. [After the second London bombings, this person was verbally abused by a bus driver in front of passengers.] They shouted: 'Muslims, what do you want to do today?'"
> (001-001)

> "I get quite guilty that I didn't make a stand, you know, because normally I just try to ignore the situation. I feel guilty for not telling them that their behaviour is out of order and also for having let them get away with it, thinking they weren't doing anything wrong, because I know in most cases they will never get caught simply for the lack of evidence."
> (011-005)

6.4 The judicial process

The cases of approximately 90% of our sample did not go to court. This was either due to non-reporting or because the offender was not caught or not prosecuted. Those that did see their case go to court suffered abuse or physical assault. Indeed, approximately one in five cases of such victims went to court.

It is interesting to note that over three-quarters of respondents stated that they would be willing to provide evidence should the perpetrator be prosecuted. Many expressed frustration and disappointment that no action was taken against perpetrators, even when they were known to the police.

> "It is one of the main ways of tackling these sorts of crime – catching people and making them go through the court process. Although I actually cringe at the prospect of going through the court process, I feel a moral duty."
> (011-005)

A minority stated that they would not wish to give evidence. The reasons include:

Fear of retaliation:

> "Basically because of the fear of retaliation. And let's be perfectly blunt about it, there would be retaliation and I would get no support."
> (CD-011-002)

> "I am worried for the safety of my family."
> (OH-008-017)

Victimisation has ceased:

> "If the same happened to me again, I would go, but at the moment when the problem has passed already, I would not go."
> (CD-011-004)

Physical and mental stress:

> "I am too ill to attend stressful proceedings."
> (OH-008-005)

Fear of lack of proof and consequent disbelief on the part of the jury:

> "Yes [I would be prepared to give evidence in court], but only if I could prove the threats and the abuse. It is difficult to prove these things and it is only [my] word against a whole community."
> (008-011)

Respondents who went to court did not report significant issues arising, and those that used the Witness Service found it useful.

> "I saw [the Witness Service] before seeing the judge. They explained the details and laws and how it will happen, who is who, where is he standing, who I should speak to, and so on. It was helpful because I didn't know anything entering that place. I didn't even know who was the judge."
> (005-003)

Many respondents perceived a lack of will on the part of the police to take the perpetrator of the hate crime to court. (NB the police note that decisions to charge or prosecute are made by the CPS.)

> "Nothing was ever done, nobody went any further, nobody wanted to find out what actually happened."
> (011-003)

6.5 Provision of support (other than by Victim Support)

6.5.1 Friends and family

Friends and family were reported by most respondents to be the most helpful. They are given credit for talking and listening, and for practical support such as hosting a victim who was too afraid to return home, and providing off-street parking for a car which had its windscreen smashed.

A minority, however, especially among victims of homophobic crime, reported not sharing their trauma with their family, or that their family were the least helpful.

> "[The least helpful was] my father: 'What was I doing on Clapham Common at that time of night?' etc."
> (005-006)

> "[Least helpful?] My sister, because of her comments [she suggested the victim not wear her hijab in order to draw less attention to herself]."
> (004-004)

6.5.2 Support from statutory and voluntary agencies

Other sources of support came from: specialist units within the police (eg the LGBT liaison officer); housing providers; specialist voluntary organisations such as Victim Support; Oldham Race Equality Partnership (OREP); Race Equality First (Cardiff); Partnership Approach to Racial Incidents in North Staffordshire (PARINS); community groups; religious institutions.

The police

Where victims had received support from specialist units, they were universally highly rated – usually being cited as the most helpful source of support, thanks to their empathy, excellent communication skills, follow-up, practical support, and referring to relevant agencies.

Only one in five respondents stated that the police, other than specialist units, were the most helpful source of support. This was because they came promptly to the crime scene and took a statement. For one man in Bolton, the police were the most helpful of all:

> "It was the two police officers that visited us [that were the most helpful].
> They were very understanding and they tried to make us feel better."
> (007-007)

Community organisations and faith groups

In Cardiff, organisations, such as BAWSO – a community women's organisation – or the LGBT Student Society, were praised for providing emotional support and legal advice (003-002, 011-005). Similarly in Lambeth, small voluntary providers and religious institutions were cited as being the most helpful. The mosque was cited several times, as was the homeless day centre and Galop. Similar patterns were found in Oldham and Stoke-on-Trent.

> "[The most helpful?] My own organisation, because they give me support. Welsh Great Lakes Community Association [the respondent works as volunteer] – we've got monthly basis meetings, so we tried to discuss it together and then let everyone say their own experience of racism. So I talked to people from our community."
> (011-004)

> "I spoke to some friends from church. We prayed about it."
> (008-001)

> "The Kurdish Community Association [was the most helpful] because if they were not there I wouldn't understand anything. They contacted Victim Support and provided an interpreter at the police station." (010-004)

Specialist hate crime agencies

Oldham respondents frequently mentioned OREP as a source of support. Typical comments include:

> "T from OREP went through the process of actually contacting the right people, organising meetings of all the people who need to know, and they came together and tackled some of the issues relating to this incident"

> "T [OREP] was sympathetic and helpful."
> (OH-006-014)

In Stoke-on-Trent, PARINS was mentioned as a positive source of support. The North Staffordshire Racial Equality Council and the citizens advice bureau were also commended.

> "Most helpful were CAB and PARINS because both of them were very understanding, while the police were not."
> (010-001)

> "North Staffordshire Racial Equality Council supported me to find out what exactly happened; they sat me down and they talked to me. They got involved with the police [about] this incident."
> (006-002)

6.5.3 Evaluation of support services

Unanimous positive feedback was given to specialist police units, religious institutions, and community-specific groups.

Housing providers and voluntary organisations specialising in working with the victims of crime received mixed reports. Most respondents focused their appraisal of the provider on whether concrete changes in their life had been achieved. Positive comments centred on friendly members of staff who provided assistance with practical issues such as relocation, increasing security equipment and dealing with the police. A sizeable minority also praised their service providers for their caring attitude and good communication skills – namely, keeping the victim informed of progress and making follow-up calls.

Negative comments focused on poor communication (eg not returning calls, not informing on progress of the case), on the lack of staff sharing the same sexual orientation or ethnicity as victims, and on failure to provide meaningful assistance.

Evaluation of support is examined in more detail in the sections below on Victim Support and dealing with suggestions for improved support.

6.6 Victim Support – perspectives

Of our sample of 107 respondents, 36 were referred for interview by Victim Support, and therefore had some contact with Victim Support. Perceptions and understanding of Victim Support varied significantly within each research area, between those who are clients of Victim Support and those who aren't, and according to type of crime. A few recurring themes are apparent across all four research areas.

6.6.1 Understanding of Victim Support

Basic awareness of Victim Support's services varies according to the type of victim. Over three-quarters of victims who suffered homophobic incidents had some understanding of what Victim Support does. However, only one-third of those who suffered racist abuse had any knowledge of Victim Support. Surprisingly, when comparing respondents who were referred by Victim Support to those who were not, only marginally more of the former had some understanding (45%) compared to those who were referred by other agencies, of which about 40% had some understanding.

> "As far as I understand, they give counselling, not sure in exactly what form, you know, kind of post-incident, and they also provide, like, kind of, advocacy work, support in explaining to you what the police and CPS could do following an incident, and they kind of support you through it."
> (011-005)

> "When somebody is a victim of crime he is contacted by them and asked if he needs help. I didn't know it was an independent charity, I thought it was servicing the police."
> (005-003)

> "They are people who explain what will happen during a court process."
> (007-008)

6.6.2 Positive perceptions

The majority of Victim Support clients described positive experiences of Victim Support. Examples provided included:

- respondents receiving letters fast, within 48 hours. This prompted several top mark ratings for Victim Support as a consequence. (However, it should be noted that other respondents were more negative and claimed not to have received letters from Victim Support – see 'Negative perceptions' below.) Victim Support providing support in the absence of family or other community support networks – the case for a number of our LGBT respondents.

> "Because a lot of members of your community will not necessarily help you, I noticed!
> It's a good organisation to lean on if you just need to talk or pursue something
> or need advice on how to pursue it."
> (LB-005-011)

- Victim Support staff and volunteers are praised for their ability to listen, stay in touch and provide continuous support

> "[4 out of 5 rating] because they have made the effort to make contact and
> listen to what I have to say; other organisations have not done that."
> (008-018)

> "A girl from Victim Support provided support; [I am] happy with the service she provided.
> She rang every couple days to see how I was doing."
> (002-002)

> "Victim Support [was the most helpful] because they kept in contact. J was always in contact,
> very efficient, T too, especially with the court and Criminal Injuries Board."
> (005-004)

- other praise concerned Victim Support's effectiveness at dealing with the matter in hand.

> "[Most helpful?] Victim Support, as progress has only been made since they have gotten involved."
> (008-005)

> "During the time of the incident the police stepped up and dealt with the incident …
> and after the incident Victim Support was the most helpful. Victim Support made us feel
> that they would support us when we go to court – that there would be people to help us."
> (ST-007-003)

6.6.3 Negative perceptions

Interestingly, the negative comments mirrored the positive ones. Even within the same area, victims rated Victim Support's service very differently.

Communication

A number of respondents complained that Victim Support was difficult to get hold of or did not communicate as promised.

> "They could make themselves more present in situations after an incident, they could contact you … and let you know that they are actually there."
> (003-001)

> "Community Safety suggested to me to contact Victim Support and told me how, but then there is only a pre-recorded message and so far I haven't been successful."
> (003-003)

Across the sample, in all areas, respondents complained of delay in being contacted by Victim Support. While many respondents praised Victim Support for its speed of contact, namely within 48 hours of the incident, just as many said that they were contacted anything from over one week to three months after the incident [37].

> "They came to the house and have not contacted me since as they promised to do."
> (006-010)

> "Victim Support phoned me and said they would come, but they never came."
> (008-002)

Poor service delivery

Some respondents complained that Victim Support was ineffective.

> "It has been over five months now and nothing happened [to help resolve the situation]."
> (010-008)

> "The only help I got was that they came to see the broken window and said that they would get the council to come and fix it. They didn't offer any other services."
> (008-002)

Negative perceptions, especially in terms of a lack of staff from BME and LGBT groups, are evident in the suggestions respondents made to improve Victim Support's services and in the reasons they provide for not taking up Victim Support's services.

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[37] This variation in speed of contact is clearly related to the speed of referral from the police to Victim Support. However, from the respondents' point of view, the cause of the delay is irrelevant.

6.6.4 Choosing not to take up Victim Support's services

Many respondents had been contacted by Victim Support but chose not to receive support because they thought it was not relevant to them.

Victim Support's services were sometimes not perceived to be relevant to the individual's specific needs. In one of the following quotations, Victim Support is assumed to be useful only if one becomes a witness in court, and in the other it lacks the potential for practical help. In both cases, the respondents perceive Victim Support as a provider of emotional support, which they don't need.

> "Because talking about it won't solve the problem. They didn't offer any other services so I assumed it was a counselling service."
> (OH-008-012)

> "[Did not take up support] simply because they have not been able to proceed beyond giving a warning, therefore I haven't felt any need for Victim Support. I wasn't going through courts or anything. And I get quite a lot of moral and emotional support from friends and family and the youth group."
> (CD-011-005)

For other respondents, all support needs can be met in-house, with friends and family:

> "I had my family, who were there for me to console me. I'd rather not feel awkward. Being of an Asian background, we tend to think, who is going to go to Victim Support? We've got close-knit families – who are "Victim Support" for us? That's how I look at it."
> (OH-006-017)

Many explained that Victim Support would fail to cater to the respondent's own community – whether described as an ethnic group or concerning sexual orientation.

> "They are there to support victims. But they don't have a culturally appropriate service. That's why Victim Support would not have much of an uptake of Asian women – because they will not understand what Asian women go through." (002-004)

> "Victim Support does not apply, because you are not going to get the gay community to go to Victim Support for help, unless they know that there is a gay support worker there. There is no point whatsoever talking about homophobic abuse to someone who has never experienced it, because, quite frankly, they don't know what you are talking about!"
> (011-002)

However, it is interesting to note that while many respondents complained of a lack of appropriate workers, none actually reported a negative experience relating to a cultural misunderstanding.

Others are put off because of Victim Support's association with the police:

> "Many [people have] already got this image about the police … maybe not me, but us in general, we've got an image about the police, they don't do much for us, so it's contradictory to say that they provide victim support, so Victim Support should be a completely separate entity."
> (CD-011-007)

> "I just thought that if the police are doing nothing about it, then they [Victim Support] are bound to act the same because they are linked."
> (ST-007-009)

6.7 How to improve support – the victim's perspective

Respondents were invited to suggest how they want support to be improved.

6.7.1 Increase access to support

A sizeable minority of respondents reported that they, or others in their community, did not know where to get support or that support agencies were slow to contact them.

Access for victims who report to the police

Most respondents who reported were referred by the police to a support agency such as Victim Support or OREP. However, a few respondents who reported complained that the police failed to make any referral. Another queried the timing of when the police asked if he wanted support: he was in a state of shock immediately after a physical confrontation, "full of adrenaline", and not in a position to consider his support needs (011-01).

Access for victims who do not report to the police

The vast majority of hate crime goes unreported to the police [38]. The question, therefore, raised by many respondents is how to reach out to the victims and potential victims who do not report.

Several respondents called for greater communication between service providers and for providers to target community organisations such as BME and LGBT groups. One respondent suggested the deployment of "community victim reps":

> "If they could have 'community victim reps' who would know about community issues and who could come and speak to you. To give reassurance and explain what support there is. They could also be representatives of victims in community care meetings."
> (008-004)

A number of respondents raised the issue of language and access. While agencies such as Victim Support make leaflets available in other languages, respondents noted that posters and leaflets are usually in English, as are introductory letters from Victim Support and other organisations. Yet many victims do not read English.

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[38] Our research is not in a position to help quantify the proportion of hate crime that goes unreported (this was not an aim of the primary research) because by virtue of our recruitment method, our sample included a majority of victims who were in contact with Victim Support or other support agencies, and who therefore were more likely to report. Also, given the voluntary nature of participation in the study, individuals willing to talk to researchers are more likely to be victims who report – indeed, approximately two-thirds of our sample reported to the police.

6.7.2 Improve support provision

Matching supporter to victim

Many respondents felt that service providers from their own community, whether in terms of ethnicity or sexuality, can provide a better service. At the most basic level, respondents with little English urged for more language support.

> "I am illiterate and cannot read English or Bangla. Need to raise awareness for people who are illiterate. Sending someone who speaks Bangla to talk to me on the phone would help to give added support."
> (008-010)

The question of gender was raised by a transgender victim:

> "Make sure a female officer interviews transgender people because I felt uncomfortable having a male officer interviewing me who had a narrow-minded male attitude."
> (007-008)

A number of respondents assumed that by virtue of being from a minority group, the supporter would have experienced abuse or discrimination and hence be in a better position to empathise and understand. Others, Muslim women in particular, felt that only another Muslim woman would understand their cultural sensitivities:

> "Employ people from our background who understand our culture and we are comfortable to talk to."
> (006-006)

Children

Children are often victims – either directly in the case of victimisation at school or victimisation of the family home, or indirectly because of the impact on their parents. Yet none of our respondents reported being offered or receiving support for their children.

> "I feel that even though I am thick-skinned my children should have been offered some kind of counselling because I still don't know how the incident has affected them."
> (006-011)

Home visits

Respondents felt that the option of home visits should be made available. Several reasons were provided: agoraphobia resulting from the attack; cultural factors (eg for some Muslim women, going out of the house to an office can present challenges); an opportunity to involve the whole family; and language issues, because for people with little English, face-to-face conversation is easier than telephone or letters.

> "[Improve support?] More home visits, as I am too frightened to go out."
> (008-007)

> "Home visits to talk to the family to show support and help build our confidence would have also helped."
> (008-017)

Financial advice and support

Given the financial impact that the attacks can cause – due to uninsured damage or loss of work – one respondent recommended the provision of financial advice. In fact, while the respondent recommends financial advice, he ends up suggesting that small loans be provided to victims.

> "It would have been helpful to get advice on financial support while recovering from the incident. For example, a loan to tide us over until I was well enough to go back to work."
> (OH-008-017)

In-depth emotional support

While several service providers pointed to the lack of specialist counselling, especially for the young, as a major gap in service provision, only a small number of respondents mentioned such a gap. This could be because they know about counselling but don't wish to have it, or because they are unaware of the possibility of counselling and its potential benefits. A couple of respondents requested the creation of self-support groups for victims.

> "I think counselling would have helped me to get over the incident more quickly."
> (008-013)

> "[With a support group] we could help one another. We could get advice from each other. We could share: 'This is what I do to not let them get on top of me!'"
> (Pilot)

6.7.3 Improvements to Victim Support

Across the research locations, respondents provided suggestions about how Victim Support could improve its services. These suggestions replicate the general suggestions discussed above.

6.7.4 Increase visibility and outreach

Respondents in all locations reported that Victim Support does not have a high profile. They urged Victim Support to increase its general marketing so that people who don't report crimes get to hear about it.

> "Victim Support need to increase advertising: if you don't feel comfortable about going to the police, then you are not going to know about Victim Support."
> (LB-004-003)

> "Their leaflets are only found in police stations, therefore they need to advertise their services in the community eg the library. The biggest problem is lack of information in Leek."
> (ST-007-008)

> "I would not know what to do or how to reach them if I misplaced the letter."
> (Bolton-007-006)

The lack of Victim Support's presence was felt to be particularly acute among the respondents' own communities and they urged Victim Support to increase its outreach into BME and LGBT groups.

"I would suggest that it should first of all make itself known to the target population and about the services it provides. It should in particular get in touch with the refugee community organisations and try to build relationships, rather than reacting to incidents."
(CD-009-001)

"You need to make yourself known, like now I know that Victim Support exists. You need to work closely with people like us, refugee organisations, so that we can tell our people: 'If you have any problems, Victim Support is there.'"
(CD-011-004)

"Victim Support should bring leaflets and posters to the mosques."
(LB-001-001)

"Victim Support could employ a few Asian people to go to these places, to taxi bases. They should put leaflets any place where you are vulnerable to this kind of attack."
(OH-006-017)

Similarly, Victim Support should increase its presence and outreach among LGBT communities. As respondents in Lambeth urged:

"Maybe it needs to be publicised more that this service is available for this type of crime, in the gay press or outreach sessions in bars and clubs. To be honest, I would never have thought of going to Victim Support over this type of incident."
(LB-005-007)

Timing and means of the referral

A few respondents questioned the timing of the offer of support. When police officers ask whether victims would like to be referred to Victim Support immediately after an attack they may not be in a position to know what their support needs might be. They need to be contacted after the initial shock and asked again. Respondents also questioned letters as the means of contact, urging for more telephone and face-to-face contact.

"[While you were at the station reporting the incident, the police asked you whether you needed help?] Yes, but to be honest, at that moment, really your thoughts are still with the incident. You still have adrenaline. If you think you need help, it's not that moment you feel like you need help. [So when do you think is the right moment?] I think, like, after one or two days. When everything settles down a little bit, when you can start to talk about it. If there are people who can't cope with the situation, then I think there should be a follow-up phone call."
(CD-011-001)

"But a lot of people don't want help [at first]. It's only later on that people become emotionally withdrawn."
(LB-005-012)

"More than just letters, because victims of crimes would want face-to-face contact with someone explaining what they could offer rather than just a general letter. It would come across as more personal."
(OH-008-004)

"They should do more follow-up."
(LB-001-003)

Opening hours/hotline

Another issue with timing concerns the availability of support. Respondents were frustrated that Victim Support offices are shut when they can be most needed – out of hours. Attacks often occur in the evenings or at weekends. A hotline was recommended. Others urged for more timely introduction letters; as noted above, many victims experience delays of several weeks.

"Victim Support should set up a gay community officer who could be available at the times that are required."
(CD-011-002)

A more personal service

Many respondents recommended more face-to-face contact with victims:

"They should have face-to-face contact rather than just on the telephone and to have home visits."
(LB-001-002)

"Home visits make victims feel that somebody really cares about them."
(ST-002-003)

Others returned to the theme of a lack of representative personnel at Victim Support:

"They need counsellors – specialists with race in mind – who can offer emotional support to victims of hate crime."
(OH-006-012)

"Employ people from our background who understand our culture and we are comfortable to talk to."
(ST-006-006)

On the themes of staffing and facilities, a number of respondents brought up the language issue and complained of a lack of provision for speakers of other languages. They urged for interpreters to be made available. The language barrier is also a problem with respect to the letter of introduction – which comes in English, and using a medium (writing) which not all victims are necessarily comfortable with:

"[To improve requires] availability of people from other cultures, and more accessible – not just letters. My English is not good and I can't read Urdu."
(ST-006-004)

"To provide leaflets and information to communities of ethnic minorities in their own languages."
(LB-001-004)

On a practical note, one respondent pointed out that crèche facilities are required for mothers with young children to be able to access their services (OH-008-005).

6.8 Improvements to the operating context

6.8.1 Improve generic service provision

Service provider interviewees pointed out that it is often generic providers, such as housing associations or schools, which are the first point of reference for victims. The level of awareness and consequent quality of response of staff is extremely variable. This was borne out by the interviewees whose comments on their providers varied dramatically from "fantastic" to "appalling". Several of them called for their housing providers to be more proactive in dealing with their complaints and requests, usually to be relocated. One respondent, whose child had received poor treatment from the school staff following racial abuse, suggested schools develop a greater awareness of race crime and integrate this into lessons.

The overwhelming majority of our sample fear repeat attacks. To address this concern, their priority is for immediate increased security around their home (eg lights, alarms, locks and cameras). However, judging from our interviews, there is confusion over whose responsibility it is to provide additional security equipment:

> "According to someone from a section of Victim Support, you can have extra security put around the house, such as cameras and security lights, if these things happen a lot. But they didn't call me again and when I called them to ask about it, they said that I was given the wrong information and that I was not able to get them."
> (008-001)

6.8.2 Changing the police

Many respondents did not report the crime to the police. Reasons provided include: negative police attitudes; a lack of specialist officers available after hours; not wanting to "relive" the crime; language barriers; a sense that nothing will happen; and fear of repercussions.

> "Please don't give me any physical or verbal abuse after 5 [pm], because I won't be able to get hold of [the relevant person to speak to]."
> (CD-011-002)

Those who did report did so in order to obtain justice and to help prevent repeat attacks.

About one in five respondents described a positive experience of the police officers they dealt with, overwhelmingly those respondents who had access to specialist units with the police.

> "Police helped – they were supportive – helping me to keep calm."
> (ST-006-004)

> "If you have a gay police officer, they know the problem, because nine times out of ten, they've already experienced it, and they know what help is required."
> (011-002)

The majority of respondents, over three-quarters, are unhappy with the police. Many respondents complained of the police arriving late, being unsympathetic, or not believing them. One respondent described how attackers kicked at her door. The police failed to note the crack in the door due to the mud. When the victim reported the crack the following morning after cleaning up, the police officer apparently failed to believe her.

A frequent complaint was that the police officers took the incident very lightly when there was no major damage or serious physical assault. A few respondents complained that the police had lost their original statements during the course of ongoing attacks. In a minority of cases, the police allegedly aggravated the impact of the crime due to perceived racism or homophobia. In several instances, the police who arrived at the scene reportedly treated the victim as a suspect with respect to the perpetrator or questioning the victim about their personal legal status or that of their car when it was involved in the reported crime. In one case, the victim himself was arrested.

> "What affected me more was the attitude of the police officer, who took it *so* lightly."
> (OH-006-012)

A common complaint is the lack of action on the part of the police, either to help the victim's circumstances or to pursue the perpetrator. The police are also criticised for poor communication – especially not informing on the progress of a case.

> "They took my statement and promised to contact Neighbourhood Watch but nothing happened."
> (Bolton-010-006)

> "The police could have been more helpful and kept us informed of what was happening."
> (Bolton-007-006)

Respondents called on the police to be more communicative and more sympathetic, and to take hate crime seriously. They wished for more officers from their own communities:

> "I am sure if a police officer from ethnic minority background was dealing with me, he or she would understand more where I was coming from."
> (CD-011-003)

In addition, they made some concrete suggestions including a dedicated phone line [39]:

> "At least a number should be provided to contact the police, or a helpline … I was going through five phone numbers, digging somewhere on the internet to find the Leeds Metropolitan Police contact number. So, yes, at least a clearer point of contact."
> (CD-011-001)

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[39] It is useful to note that the Home Office is currently piloting a help line (in West Yorkshire) specifically for hate crime

Some of the respondents that were not referred to a support agency by the police suggested such referrals should be systematic:

> "[What more could have been done to help you after this experience?] Well, for the police to actually put me in touch with Victim Support and tell me a bit more about it. So at least I knew what my options were."
> (CD-003-001)

> "The police could have put me in contact with Victim Support."
> (LB-004-005)

Others suggested that the police provide leaflets:

> "When you receive a letter, [you] kind of skim through it. At the interview, when the interview was actually concluded, they could have actually given you some leaflets, you know, say: "Take these with you, these are the agencies that can help you.' [Would this have had more impact on you?] … Definitely so, definitely so!"
> (CD-011-006)

One respondent suggested easier reporting mechanisms:

> "An easier reporting mechanism for this type of crime, whether online or forms to fill out, rather than having to source these numbers and helplines yourself, to take the time out of my day to write a letter and find the numbers. If there was a reporting form online it would encourage me to report this more often."
> (LB-005-007)

6.9 Tackling the root causes of hate crime

When victims were asked what more could have been done for them, many focused on tackling the causes of hate crime before thinking about better support for themselves. They advocated greater awareness-raising, among young people in particular, as well as an increase in measures to tackle perpetrators.

> "[We need to] work more hard to take crime off the streets. Work hard to stop racism and improve community relations because all of us must get on together."
> (010-008)

One respondent took the matter in his own hands:

> "I would also like to see these leaflets [on homophobic crime] made available ….A classic example, the family around the corner, two boys and a girl, I couldn't walk past the house, because I would have verbal abuse every time. The moment I took that leaflet round to the mother and went: 'Right, read, I suggest you read it to your children, you better explain to them, that you can lose your home, you can be evicted!' Then, bingo, it stopped!"
> (011-002)

7. Conclusions and recommendations
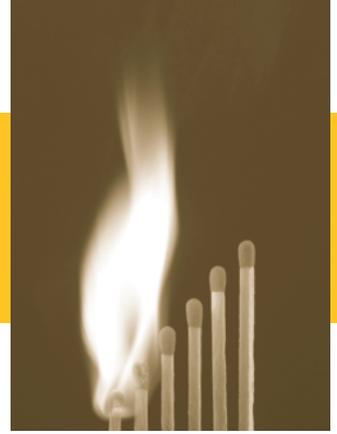
7.1 Introduction

At the conclusion of the fieldwork, an emerging findings paper was prepared and used as the basis of discussion at a series of co-operative enquiry workshops in each of the study areas. A list of attendees for each workshop can be found in Appendix D.

These workshops had two purposes: to test and validate the findings from the fieldwork; and to develop solutions to the problems identified. This section of the report captures the conclusions that emerged from these workshops and provides a range of practice-based recommendations.

Many of the recommendations from the research on how to improve services are currently being progressed by Victim Support. Some recommendations, concerning service delivery, describe activity that is already provided in some local areas.

7.2 Improving the service response by Victim Support

While service provision to victims of hate crime varies considerably between, and within, local Victim Support services, the main criticism expressed by respondents (and other stakeholders) relates to their perception of the service or their lack of knowledge about what it does. Other similarly constituted national organisations, such as Citizens Advice, have successfully addressed similar issues in relation to the perception of their local branches.

R1   Victim Support needs to develop a national strategy which addresses the perception of the service, through marketing and outreach work with relevant community organisations.

While managing perceptions is important, both within the service and among its wider stakeholders, there are concerns that some of these perceptions are based upon fact (that is, the organisation at governance and service delivery levels lacks sufficient BME and LGBT representation).

R2   The national strategy should include a detailed programme in relation to diversity, with particular regard to volunteer and workforce recruitment and training.

Service users' views of the quality of service provided by each Victim Support office indicated considerable variation both between, and within, offices. In some cases, this related to services that they expected to receive not being available and in other cases, there were concerns about the quality of services provided. While the research indicated that there were problems for a significant number of service users, many were satisfied or very satisfied with what was provided.

R3   Victim Support at a national level needs to review the range of services it expects victims of hate crime to be able to access from local branches, and to develop a coherent service delivery framework (standards) for victims of hate crime as part of its national strategy to which all branches should subscribe. This may be informed by an operational audit of all Victim Support branches. Once developed, the service delivery framework should be communicated to victims and other stakeholders to ensure that there is clarity in expectations. Ongoing development and improvements should be informed by systematic and detailed monitoring of service user satisfaction.

In developing the service delivery framework it is important to note that victims of hate crime require different levels of support. Similarly, many Victim Support offices identified limited resources as a challenge in providing better services.

R4.   The framework for service delivery needs to provide guidance on:
- prioritising cases for support – based upon the severity of the crime and the potential isolation of the victim (eg someone from a more recently arrived community which may not have established support networks or access to other family members, and LGBT people)
- use of letters and phone calls for people whose first language may not be English
- flexible responses to those in fear as a result of the crime (eg through home visiting provision)
- providing victims with a second chance to access support if they realise that they need help at a later date.
- In all of the above, there are examples of good practice within the Victim Support network, and the organisation's extranet should continue to be used to communicate and share good practice.

7.3 Improvements to service delivery by Victim Support and others

The research highlights particular problems in relation to children who are the victims of hate crime or within families where there is a victim of hate crime. These problems include: issues in relation to the physical accessibility of services for people caring for children; issues in the lack of engagement of children's services in supporting children in these circumstances; and service delivery configured to meet the individual victim's needs where a family-centred approach may be more appropriate.

R5.   All service providers and partnerships should seek to engage children's support agencies and schools in developing their local responses to hate crime. Service providers should also recognise the importance of both home visiting and provision of crèche facilities in extending the physical accessibility of services.

Britain has become increasingly multi-cultural over recent years, and substantial new numbers of arrivals are expected in coming years both through planned migration – principally from EU accession states – and unplanned migration in the form of asylum seekers. Language is a significant barrier for many in accessing services. Similarly, many victims of hate crime felt that some services were not for them.

R6.   All service providers and partnerships need to keep themselves informed of the changing ethnic make-up of their localities and anticipate changes in their client group arising from this. Ethnic matching of service provision does not provide a viable solution. Instead the following measures should be considered:

- development of regional and sub-regional language support services
- involvement of new communities in individual organisations' policy-making and governance structures
- continued efforts to reflect diversity in the workforce.

A significant proportion of respondents indicated that they would like to have had further access to counselling services. The nature of hate crime – which means that victims are attacked because of their identity – may argue for a further expansion in this area. In spite of a significant number of victims reporting mental distress and ill health after their attacks, there were few mentions of health service interventions.

R7.   Casework approaches that include non-therapeutic counselling – that is, sustained and in-depth emotional support – should be considered by service providers where resources are available. Local partnerships should seek to engage child and adult mental health services (CAMHS) in developing better referral links for the minority of victims who may benefit from clinical interventions.

Many victims expressed a desire to do something themselves to assist in their move beyond 'victimhood'.

R8.   Partnerships should consider ways in which they can support the development of self-help initiatives for victims of hate crime. Similarly, agencies may wish to consider how they can engage victims of hate crime (thus addressing concerns around the affinity of service providers) in the delivery of services to other victims.

7.4 Ensuring the provision of practical help

A number of victims complained that all they were offered was a sympathetic ear, when what they wanted was practical help. Others complained about inflexible responses from generic service providers (particularly housing) who often pursued policies (such as moving the perpetrators) that were at odds with the wishes of the victim. In addition, the majority of the victims interviewed in this research had been victims on more than one occasion. However, generic service providers (in particular housing providers) were slow to provide practical solutions (such as better locks or CCTV) that would prevent further attacks.

R9.   All service providers and partnerships need to ensure that there are agencies that can act as victims' advocates, to ensure that practical help is delivered by appropriate agencies and that these provide responses that are victim-led. In many localities Victim Support may have a capacity-building role in relation to raising understanding of the needs of victims of hate crime to inform victim-led responses.

7.5 Third party reporting

None of our interviewees had made use of third party reporting schemes. In each of the study areas, service providers reported that they regarded such schemes highly but that they were under-used. Community organisations, many of whom were the first place of support for victims, were often unaware of these schemes.

R10.   Greater publicity for third party reporting schemes needs to be undertaken, particularly through outreach, training and support to community organisations. The pilot reporting hotline in West Yorkshire should be evaluated, with a view to establishing a national service for victims of hate crime alongside further research to determine why current third party reporting arrangements are under-utilised.

7.6 Tackling the causes of hate crime

Both race and religious hate crime, and homophobic and transphobic hate crime, are relatively new definitions. From the research it was clear that there was often a lack of clarity among interviewees that they had been victims of hate crime. There are a number of good practice examples of the police working in partnership with community organisations to raise public awareness. A number of victims also expressed the desire to raise awareness among the public (including perpetrators) that hate victimisation is crime.

R11   (a) All service providers and partnerships need to ensure that they have programmes that raise awareness of hate crime, both among communities most likely to be victims and with potential perpetrators.

(b) Victim Support should consider developing resources for victims to support their desire to participate in such awareness-raising work.

(c) While crime-based agencies such as Victim Support may not be expected to lead anti-racism or anti-homophobia campaigns, they should contribute to these. At a national level, Victim Support should establish institutional links with the key campaigning organisations.

7.7 Improving the criminal justice system

With the exception of specialist support services, the police were poorly rated by victims by four out of five respondents, including those who had reported a crime and those who had not because of the response they anticipated from the police. Criticism of the general service provided by the police was mirrored in the reasons why victims rated police specialist support services highly. Specialist services were good at providing ongoing support, kept people informed of progress, did not criminalise the victim, treated the case seriously irrespective of the severity of physical harm, and were seen as culturally aligned to the victim (eg by virtue of their race or sexuality).

R12.   Local police services should examine how they can mainstream the features of their specialist units, which are highly rated in their general response to victims of hate crime. They should consider inviting victims of hate crime to participate in police training, to help increase officers' awareness and sensitivity.

In some cases, victims were fearful of reporting hate crimes to the police because of their immigration status (eg failed asylum seekers) or others because of the activities that they were involved in at the time of the crime (eg involved in, or seeking, sex in a public place). Some gay men were concerned that reporting the crime to the police would mean that their sexuality would become more widely known. Policy and practice around to the discretion of police officers in relation to immigration or public decency offences varied considerably between our study areas – and local service providers were often unaware of these and therefore unable to provide informed guidance to victims approaching their services. In other areas of policing, national guidance on the use of discretion by police officers has been provided by ACPO (eg not dealing with the immigration status of women reporting being trafficked as sex workers). We suggest that this may provide a model for improving the confidence of some victims in reporting hate crime to the police.

R13.   Victim Support should seek to secure guidance from ACPO on the use of discretion to encourage reporting of hate crime by those whose immigration status or other activities may make them reluctant to report such crimes.

The majority of those reporting crimes were disappointed by the lack of progress in prosecuting perpetrators. Similarly, for many who did not report hate crime, the reason given was that nothing would be done. In all cases respondents placed responsibility for this failure on the police. However, the decision to prosecute does not rest with the police, but with the Crown Prosecution Service (CPS). There is both a communication failure and a failure in managing expectations implicit within this finding.

R14.   Partnerships should seek to engage the CPS in hate crime work. This engagement should provide greater transparency to the CPS decision-making process and facilitate better communication with victims of hate crime.

7.8 Next steps for Victim Support and Co-operative Insurance

This research project is the second stage of a three-stage project funded by Co-operative Insurance. The third stage is to support the development of a service framework for victims of hate crime. Within this section we provide recommendations of priority areas for this third stage of work.

R15.   Co-operative Insurance may like to consider support for the development of Victim Support's national strategy as set out above in R1-3. In addition we suggest that it should consider funding a 'challenge fund', which could provide small-scale financial support to a number of pilots within Victim Support to develop community outreach and engagement projects. These should be fully evaluated in order that good practice may be shared across the network.

Alongside supporting Victim Support's direct work on hate crime, we suggest that Co-operative Insurance may wish to consider funding and evaluating further partnership initiatives.

R16.   Co-operative Insurance may like to consider funding a pilot project to support the development of self-help for victims of hate crime. We understand that agencies in Oldham led by OREP and including Victim Support are keen to develop such a pilot.

The concerns in relation to both third party reporting and referral have been covered in this report.

R17.   Depending on the results of the current Home Office pilot in West Yorkshire, funding should be sought to develop a pilot national hotline (telephone and email) for one community of victims of hate crime. Such a service should be run as a partnership between Victim Support and an appropriate agency for that community of interest.

Appendix A: Service providers' survey

Research methods

The aim of the survey was to gather information about the nature and scope of services currently offered to victims of hate crime in England and Wales. In addition it sought views about:

- the support needs of victims of hate crime
- involvement in partnership work with other organisations
- views of Victim Support.

Key service providers in England and Wales were made aware of the survey by email. These included: race equality councils; Victim Support area offices; law centres; advice centres; community organisations; refugee organisations; faith groups; and LGBT support groups. The link to the survey was sent to some 2,850 service providers, and they were asked to forward the link to other organisations working with victims of hate crime.

The link to the online survey was circulated to these service providers on 21 November 2005 with a deadline for responses of 9 December 2005. In order to encourage a higher response rate the deadline was extended until 16 December 2005.

In the event, just 107 organisations responded to the survey. Nevertheless, their responses provide a useful insight into the provision of services for victims of hate crime, as set out in the main body of this report.

List of distribution points for the online survey

Commission for Racial Equality (CRE) – 78 race equality councils
AdviceUK – 773 members
Law Centres Federation – 72 law centres
National Association of Councils for Voluntary Service (NACVS) – 1,200 organisations
LGBT helplines – 43 switchboards
Inter-faith bodies – 152 organisations
Inter-agency co-ordination team (working on behalf of the key refugee agencies involved in the National Asylum Support Service) mailing list – 1,600 organisations
Churches Together in Britain and Ireland – 150 organisations
Refugee community organisations – 132 organisations
Victim Support branches – 91 organisations
Muslim Council of Great Britain plus 29 affiliate organisations
Network of Sikh Organisations
Hindu Council of Great Britain
Jewish Council for Racial Equality
Muslim Safety Forum
Muslim Youth Helpline
Community Safety Team (Jewish safety organisation)
Galop
LGBT Consortium
Crimestoppers

List of respondents to the online survey

Accident and Emergency Department, Homerton Hospital

Action for Social Integration (ASI)

Addictions North East

Age Concern

Barnsley Safer and Stronger Communities Partnership

Beccles, Bungay and Halesworth Citizens Advice Bureau

Bellinge Community House

Brighton and Hove Inter-Faith Contact Group

Bro Ddyfi Advice Centre

Camden LGBT Forum

Charnwood Racial Equality Council

Cheshire, Halton and Warrington Race Equality Council

Citizens Advice Bureau (location unclear)

Community Safety Team, Maurice Bishop House

Council for Racial Equality in Cornwall

Coventry and Warwickshire Friend

Daventry Welfare Rights Group

Domestic Violence Hate Crime Team, London Borough of Hackney

Durham Constabulary Police Headquarters

Essex Racial Equality Council

Galop

Guildford Borough Council

Health Promotion Service Sheerwater Community Centre

Hope Inclusion Time Success (HITS)

Kingston Churches Action on Homelessness

Kirklees Racial Equality Council

London Lesbian and Gay Switchboard

London Sevashram Sangha

Lundwood and Monk Bretton Community Partnership

Lynton Regeneration

Manchester City Council

Manchester Council for Community Relations

Medical Foundation for the Care of Victims of Torture

Mesmac North Wales

Newlon Housing Trust

North Wales Race Equality Network

Northamptonshire Racial Equality Council

Oxford Friend Lesbian and Gay Helpline

PARINS c/o Stoke-on-Trent Citizens Advice Bureau

Peterborough Citizens Advice Bureau

Preston and Western Lancashire Racial Equality Council

Race Equality First

Red Sea Community Programme

Redbridge Racial Equality Council

Refugee Therapy Centre

Refugees into Jobs

Rephael House Counselling Centre

Rochdale Centre of Diversity

Sangam Association of Asian Women

South Gloucestershire Bond Scheme

Southwark Somali Refugee Council

Stafford and Stone Citizens Advice Bureau

Sydenham Citizens Advice Bureau

The ARC Guild of Students, University of Birmingham

The Intercom Trust

The Lesbian and Gay Foundation

UBSU Advice Centre, University of Brighton

Victim Support Barnet

Victim Support Bolton

Victim Support Cambridgeshire

Victim Support Camden

Victim Support Cheshire

Victim Support Cornwall

Victim Support County Durham

Victim Support Croydon

Victim Support Cumbria

Victim Support Derbyshire

Victim Support East Surrey

Victim Support Enfield

Victim Support Essex

Victim Support Esher and District

Victim Support Guildford

Victim Support Hackney

Victim Support Harrow

Victim Support Herefordshire and Worcestershire

Victim Support Lambeth

Victim Support Merseyside

Victim Support Merton

Victim Support Middlesex

Victim Support Newham

Victim Support Northampton

Victim Support Nottinghamshire

Victim Support Powys

Victim Support Redbridge

Victim Support Runnymede and Elmbridge

Victim Support Shropshire

Victim Support Somerset

Victim Support Southwark

Victim Support Staffordshire

Victim Support Stockport

Victim Support Suffolk

Victim Support Sussex

Victim Support Tower Hamlets

Victim Support Wiltshire

Voluntary Service Centre

Witness care unit, Northampton

World's End Advice Centre

Wyre Forest Citizens Advice Bureau

Appendix B: Validation interviews

List of interviewees

Cardiff

Victim Support (Manager)
Police (Community Safety Officer/Divisional Hate Crime Officer)
Cardiff County Council (Research Officer – Community Safety Team)
Race Equality First (Outreach Officer)
Welsh Refugee Council (Team Leader)

Lambeth

Victim Support (Borough Manager)
Lambeth Police (LGBT Liaison Officer)
London Borough of Lambeth (Community Safety Manager)
Lambeth Crime Prevention Trust (LGBT Anti-Hate Crime Co-ordinator)
Muslim Forum (Chair)
Stockwell Green Community Services (Chief Executive)
Empowerment Network (Vice-Chair)
Springfield Community Flat (Project Co-ordinator)
Refugee Health Team, Lambeth, Southwark and Lewisham (Health Worker)
Kurdish Community Association (Co-ordinator)

Stoke-on-Trent

Victim Support (Manager)
Police (Divisional Hate Crime Officer for Staffordshire Police)
City Council (Community Safety Manager)
Partnership Approach to Racial Incidents in North Staffordshire – PARINS – based at the Racial
Equality Council (Project Officer)
Citizens Advice Bureau (Equalities Manager)
North Staffordshire Kurdish Community Association (Project Support Worker)
Stoke-on-Trent Citizens Advice Bureau (Racial Harassment Case Worker)

Oldham

Victim Support (Manager)
Police (Chief Inspector within the Community Safety Unit/Local Authority Liaison Officer)
Metropolitan Borough of Oldham (Senior Equality and Diversity Officer)
Oldham Race Equality Partnership – OREP (Chief Executive)
Refugee Action (Refugee Advice and Community Anti-Harassment Officer)
First Choice Homes (Service Manager)

Appendix C: Interviews with victims

Recruitment

Background

The project set out to interview 160 interviewees, 40 in each area. The local Victim Support area office was to identify 50% of interviewees, ie 20 in each area. In this way the research aimed to compare the responses of interviewees referred by Victim Support, whom it was assumed would have been supported by Victim Support, with responses of interviewees identified in other ways, whom it was assumed would largely not have used Victim Support's services.

The criteria for interviewees was that they had been a victim of racial, religious or homophobic or transphobic hate crime in one of the research areas within the last year, though preferably within the six months from August 2005, and were over 18 years of age. Interviews were to take place in Victim Support offices or other community venues.

Process

The timetable for the project, including interviews with victims, was drawn up in November 2005 and the interviews were due to run from 1 February to 7 March 2006.

In December 2005, Victim Support offices were formally asked for assistance in identifying victims of hate crime for interview. Fliers explaining the research and a referral form were circulated to each of the offices. These explained that interviews were to be held in complete confidence and that participants would receive £10 towards their expenses. The fliers were translated into Arabic, French, Bengali, Urdu and Punjabi, the most commonly spoken languages identified by the Victim Support offices and their partners across the four research areas.

Victim Support offices also provided details of other organisations which might be able to assist in identifying interviewees. These were expanded by using directories of local agencies, doing web searches and asking contacts whether they knew of other organisations that could help. The project manager was able to meet with, and encourage, a limited number of organisations to assist with the research when visiting the research areas. Community researchers also assisted by identifying interviewees through their work or other contacts. Organisations were sent details about the research and those identified as most likely to be able to assist were also telephoned. This process continued until March 2006.

Challenges

The process of identifying interviewees was challenging and extremely time-consuming. As a result, the timetable for interviews was extended to 21 March and then again to 8 April. Part of the problem was the difficulty in getting people to talk about upsetting and possibly traumatising incidents, and this is exacerbated by the under-reporting of hate crime. Many interviews were set up, the community researcher attended, and the interviewee simply did not turn up. However, there were other barriers to the interview process, as indicated below.

Victim Support referrals

All the Victim Support offices had difficulty in identifying 20 people for interview. While two offices referred over 20 interviews, the drop-out rate was over 50%. It also became evident that many of the referrals from Victim Support had never used Victim Support's services. Some people had only recently been a victim of hate crime and the first time they were contacted by Victim Support they were asked about whether they were willing to be interviewed for the research. Others indicated the incident had occurred months before and the first time that Victim Support contacted them was to ask them about the research.

The difficulty that local Victim Support services had in identifying interviewees in some areas suggested that victims of hate crime did not use Victim Support's services and this was confirmed by at least two of the local offices. Interviews with service providers indicated that Victim Support was not always the key service provider when it came to hate crime. This feeds into the findings of the research.

In order to boost the number of interviews with Victim Support referrals, in mid-March Victim Support National Office enlisted the help of Victim Support Bolton, which referred a further 14 potential interviewees. This resulted in six interviews being conducted.

Referrals from other sources

While identifying interviewees through other sources proved more successful, it was extremely time-consuming. It involved identifying not only organisations that could help, but also the appropriate individuals within the organisations. In areas where organisations were less well networked, the process was laborious and involved days of calling different organisations. Innovative ways of identifying interviewees were used including additional fieldwork by community researchers such as:

addressing, in Arabic and English, people gathered for Friday prayers in a mosque
speaking at a Sunday evening church service attended by asylum seekers
attending a lunch project attended by destitute asylum seekers.

Results

In the last stages of interviewing, where it was logistically difficult to set up interviews, some interviews were undertaken by telephone. In addition a small number of interviews involved people who had been victims of crime before 2005.

Appendix D: Co-operative enquiry workshop participants

Lambeth 24 April 2006

Joe Akram	Homophobic Crime Co-ordinator	Victim Support Camden
Michael Bell	Director	Michael Bell Associates
Peter Bradley	Community Researcher	Michael Bell Associates (took minutes)
Katy Chaston	Research Manager	Victim Support National Office
Amy Donovan	LGBT Anti-Hate Crime Co-ordinator	Lambeth Crime Prevention Trust
Chris D'Souza	Community Safety Manager	London Borough of Lambeth
Margaret Gwanzua-Marshall	Service Manager	Merton & Lambeth Citizens Advice Bureau
Debra Jeffery	Research Officer	Victim Support National Office
Andy Keefe	Specialist Operations Manager	Refugee Council
Tanja Kucan	Assistant Co-ordinator	Victim Support Lambeth
Eshan Mofeejuddy	Neighbourhood Officer	Metropolitan Housing Trust
Yvonne Okiyo	Anti-Race & Faith Crime Co-ordinator	London Crime Prevention Unit
Hazel Saunders	Borough Manager	Victim Support Lambeth
Admasu Haile Selassie	Senior Operations Manager	Refugee Council

Oldham 26 April 2006

Alison Hodges	Community Affairs Manager	Co-operative Insurance
Steve Critchlow	District Manager	Victim Support Greater Manchester
Martin O'Connell Co-ordinator	Community Safety Oldham Community Safety Unit	
Jonathan Yates	Director of Human Resources	Oldham Citizens Advice Bureau
Wang-Sam Sin	Research and Support Officer	Oldham Citizens Advice Bureau
Ustar Miah	Equalities and Cohesion Manager	First Choice Homes
Kath Wilson	Acting Manager	Victim Support Calderdale
Steph Kendrick-Jones	Senior Equality and Diversity Officer	Oldham Metropolitan Borough Council Equality and Diversity Unit
Tariq Rafique	Racial Harassment Officer	Oldham Race Equality Partnership
Gwen Mason	Advice & Community Worker (Anti-Harassment)	Refugee Action
Safia Nelson	Community Researcher	Michael Bell Associates
Michael Bell	Director	Michael Bell Associates
John Beech	Director	Oldham Race Equality Partnership
Mohammed Jamal	Volunteer	Oldham Race Equality Partnership
Akeel Ur-Rahman	Volunteer	Oldham Race Equality Partnership
Christine Whitehead	Manager	Oldham Metropolitan Borough Council Welfare Rights and Debt Service
Marilyn Taylor	Community Development Officer	Victim Support Greater Manchester
Jackie Howarth		Victim Support Oldham
Bing Findlater		Afro-Caribbean Project
Geraldine Cooper	Community & Race Relations Officer	Greater Manchester Police

Stoke-on-Trent 27 April 2006

Chris Wade	CEO	Victim Support Nottinghamshire
Eve Friday	Deputy Director	Victim Support Staffordshire
Jude Hawes	Equalities Team Manager	Stoke-on-Trent Citizens Advice Bureau
Chris Wilshaw	Deputy Manager	Victim Support Staffordshire
Loleita Higgins	Divisional Hate Crime Officer	Staffordshire Police
Peter Rigby	Divisional Hate Crime Officer	Staffordshire Police
Paul Giannasi	Chief Inspector	Staffordshire Police
Jacquie Leach	Co-ordinator	Parents Against Racism
Tas Hussain	Race Harassment Caseworker	Stoke-on-Trent Citizens Advice Bureau/PARINS
Angela Glendenning	Chair	PARINS
Peter Dunn	Head of Research & Development	Victim Support National Office
Jan Hunt	Training Officer	Race Equality Council
Bill Dixon	Lecturer in Criminology; Director of Learning & Teaching	Keele University
Cheryl Tharp	Housing Strategy Officer	Stoke-on-Trent City Council
John Walsh	Resettlement Worker	Arch (North Staffordshire)
Atiqur Rahman	Community Researcher	Michael Bell Associates
Michael Bell	Director	Michael Bell Associates
Tanya Murphy	Associate	Michael Bell Associates

Cardiff 28 April 2006

Frances Hynes	ASB Officer, Community Solutions Unit	Cardiff Community Housing Association
Fariba Dashtgard		Race Equality First
Heather Powney	Senior Manager (Acting)	Victim Support South Wales
Jon Trew	National Officer for Wales	Victim Support
Lauren Davis	Sponsored Student	Cardiff Community Housing Association
Hilary Morse	Community Safety Officer	South Wales Police
Mark Williams	Mardi Gras Co-ordinator	Safer Cardiff
Tanya Murphy	Associate	Michael Bell Associates
Peter Bradley	Community Researcher	Michael Bell Associates (took minutes)

Appendix E: Information on local study areas

Table 5: Population breakdown by ethnic group (2001 Census)

	Lambeth	Oldham	Cardiff	Stoke-on-Trent
Total population	266,169	217,273	305,353	240,636
Total White %	62.4	86.1	91.6	94.8
Total Mixed %	4.8	1.1	2.0	0.9
Total Asian %	4.6	11.9	4.0	3.5
Indian	2.0	0.7	1.3	0.5
Pakistani	1.0	6.3	1.4	2.6
Bangladeshi	0.8	4.5	0.8	0.2
Other Asian	0.8	0.3	0.5	0.2
Total Black %	25.8	0.6	1.3	0.4
Black Caribbean	12.1	0.4	0.4	0.3
Black African	11.6	0.1	0.7	0.1
Other Black	2.1	0.1	0.1	0.1
Chinese %	1.3	0.2	0.6	0.2
Other %	1.2	0.1	0.6	0.2

Table 6: Population breakdown by religion: four areas (2001 Census)

	Lambeth	Oldham	Cardiff	Stoke-on-Trent
Total population	266,169	217,273	305,353	240,636
Christian %	58.8	72.6	66.9	74.7
Buddhist %	0.9	0.1	0.3	0.1
Hindu %	1.3	0.6	0.8	0.2
Jewish %	0.5	0.0	0.3	0.0
Muslim %	5.4	11.1	3.7	3.2
Sikh %	0.2	0.0	0.3	0.2
Other %	0.5	0.1	0.2	0.2
No religion %	21.7	8.9	18.8	13.4
Not stated %	10.9	6.5	8.6	8.0

Table 7: Number of hate crime incidents recorded by police by motivation 2005 (2004)

	Stoke-on-Trent	Cardiff	Oldham	Lambeth [40]
Racial	437 (502)	544 (627)	(434)	379 (438)
Homophobic	43 (52)	133 (65)	(3)	115 (103)
Religious	14 (13)		(6)	
Gender	14 (5)		(3)	
Disability			(0)	
Combination			(14)	
Motivation not known			(63)	

[40] Lambeth 2005 figures are for January to September only.

Victim Support

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