

Hate crime **(Embargoed until 06:00 Monday 30 September 2019)**



Hate crime has no place in society, not least in as global and diverse a city as London. But, sadly, it is still a fact of life for many Londoners.

When someone experiences a hate crime, it has the potential to affect not only that individual but surrounding communities, and can lead to isolation, a breakdown in relationships, and leave Londoners feeling unsafe.

The Mayor has made tackling hate and intolerance one of the key priorities of his mayoralty. He has set City Hall goals to both protect Londoners from hate crime and improve the support that victims receive. Having passed the half way point in the Mayor's Police and Crime Plan, we examined the progress being made in tackling hate crime and sought to find out what more Londoners want to see from City Hall, the criminal justice system and others to address these harmful crimes.

We welcome that the Police and Crime Plan identified tackling hate crime and intolerance as one of the key priorities for the capital. But the evidence we heard suggests that, while some progress is being made, there are further steps that the Mayor needs to take to achieve his ultimate goal of a reduction in hate crime.

Here, we set out our findings and recommendations that will help to ensure that no matter where someone lives in London, or who they are, if they experience hate crime they can have the confidence it will be dealt with and can rely on getting the support that they need.¹

- **Unmesh Desai AM, Chairman, London Assembly Police and Crime Committee**

The London Assembly Police and Crime Committee

The London Assembly is a crucial check on the powers of the Mayor of London. As the most powerful directly-elected politician in the UK, it is important the Mayor is held publicly and democratically accountable.

The Assembly examines the decisions and actions of the Mayor to ensure promises to Londoners are delivered and the money he spends, collected from Londoners, is wisely spent.

The London Assembly Police and Crime Committee examines the work of the Mayor and his Office for Policing and Crime (MOPAC), to make sure that he is delivering on the promises made to Londoners in his Police and Crime Plan. We also investigate other issues relating to policing and crime in the capital.

We welcome your comments on hate crime in London, to help us hold the Mayor and MOPAC to account. You can get in touch with the committee via policeandcrimecommittee@london.gov.uk.

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Londoners' experiences of hate crime

Three quarters of Londoners say that their local area is a place where people from different backgrounds can get on together.² But despite this, the Metropolitan Police is recording year on year increases in all types of hate crime, in line with a national trend.³

What is a hate crime?

“any criminal offence which is perceived by the victim or any other person, to be motivated by hostility or prejudice” based on a person's characteristic or perceived characteristic, such as race, religion, sexual orientation, disability or transgender.⁴

Most of the hate crime that the Met records is classed as racist and religious hate crime. In 2018, there were just over 16,500 racist and religious hate crime offences, which includes faith, Islamophobic and antisemitic hate crimes. Other types of hate crime occur in smaller numbers, but the increase in these crimes over time is just as, if not even more, stark.⁵ What is not clear from the data, is how many of these offences involve repeat victims.

Other police services in London are also recording an increase in hate crimes. The British Transport Police (BTP) told us, for example, that in London in 2018-19, it recorded 2,064 hate crime offences, a slight

increase on the previous year. Around one in four of these offences are committed against railway staff and over half are reported on London Underground trains.⁶

Between 2011 and 2018...	disability hate crimes recorded by the Met increased by 215 per cent	131 offences recorded in 2011 413 offences recorded in 2018
	transgender hate crimes recorded by the Met increased by 261 per cent	59 offences recorded in 2011 213 offences recorded in 2018
	homophobic hate crimes recorded by the Met increased by 81 per cent	1,276 offences recorded in 2011 2,307 offences recorded in 2018
	racist and religious hate crimes recorded by the Met increased by 107 per cent	7,989 offences recorded in 2011 16,528 offences recorded in 2018

Source: Metropolitan Police, [Hate crime or special crime dashboard](#)

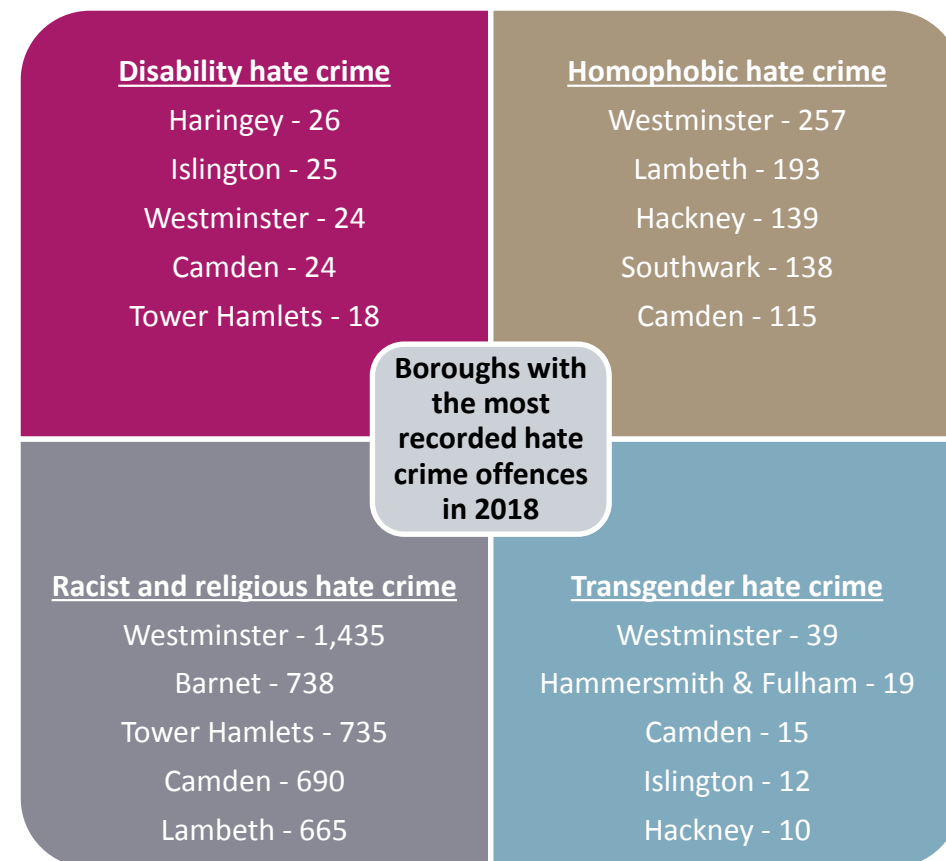
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In 2018, there were just over 19,000 offences recorded by the Met with one or more hate crimes attached to them. This is a 78 per cent rise on the number of offences linked with hate crime in 2012 and averages around 50 offences a day.⁷ One offence recorded by the Met might have more than one hate crime attached to it: an assault for example, could have both a homophobic and disability element and so would be counted as a hate crime twice.⁸

Hate crime is recorded across all parts of London, but many offences are concentrated within a few boroughs. Westminster, Camden, Tower Hamlets, Hackney and Barnet regularly appear in the top five boroughs in terms of the number of offences for the different strands of hate crime.⁹

Hate crime takes place in both the public and private space, but this varies across different types of hate crime. Disability hate crime is more likely to occur in the home, while transphobic hate crime is more likely to happen on a public street. Only 18 per cent of race and 23 per cent of sexual orientation hate crimes occur within a domestic setting.¹⁰



Source: Metropolitan Police, [Hate crime or special crime dashboard](#)

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The location in which a hate crime takes place can heavily influence how the incident affects the victim and their family. In the more ‘familiar’ environments such as at work, in school or near the home, it is more likely that the victim will be acquainted with the perpetrator(s) and will, therefore, have to face them again

- **Written submission from the Centre for Hate Studies**

Most hate crime is linked to public order offences.¹¹ But, worryingly, it was suggested to us that the level of violent and physical hate crime may be increasing. Iman Atta, Director of TellMAMA, said that “we are seeing more attacks that are demonstrated in physical aggression and more attacks on institutions, on mosques, whether it is vandalism, whether it is arson attacks.”¹² Violence is also said to be increasing in relation to LGBT+ hate crime. Nick Antjoule, Head of Hate Crime Services at Galop told us that “an escalation in the scale and seriousness

of hate crimes that we are seeing is very noticeable [...] the types of issues that we are helping people with are far more extreme than we would have seen, say, three, four or five years ago.” He cited concerns for transgender individuals and bisexual women, who tend to experience more sexual violence.¹³

What kinds of hate crime might someone experience?

- Physical assault and violence.
- Verbal abuse.
- Harassment.
- Incitement to hatred (when someone acts in a way that is threatening and intended to stir up hate).
- Attacks on institutions.

Hate crime can be either ‘aggravated’ or ‘motivated’. For example, if someone has been attacked purely because of their ethnicity (e.g. shouting racial abuse, online abuse or assault) these are ‘motivated’ offences. If someone has had an offence committed against them and during that offence the offender makes, for example, a racist comment then this would be an ‘aggravated’ offence.

In London, most victims experience harassment, making up seven in ten of the hate crime offences recorded by the Met in 2018. This includes things like racially aggravated harassment, Public Order Act offences or malicious communications.¹⁴

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LGBT hate crime

In June 2019 two women were subject to a homophobic attack on a London night bus. It was reported that a group of young men harassed the couple, making sexual gestures. They then went on to physically attack the couple, leaving them with facial injuries. Four male teenagers aged between 15 and 18 were arrested and charged on suspicion of robbery and aggravated grievous bodily harm.¹⁵

Disability hate crime

Most victims of disability hate crime experience verbal abuse, but Inclusion London has suggested that there are increasing reports of face to face and online abuse. It says that “what can start as ‘disrespect’ and so called ‘minor incidents’ that disabled people experience daily, such as neighbours parking in a person’s disabled parking bay so the disabled person cannot reach their house from their car, or wheely bins placed in front of a disabled person’s front door so it is difficult to get in and out, can develop into physical attacks and even result in murder”.¹⁶

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To intervene effectively, there needs to be a greater understanding of why recorded hate crime has increased

We welcome the Mayor's commitment to encourage more victims of hate crime to come forward and report. With recorded hate crime offences rising, on the face of it progress is being made. But simply looking at the number of recorded crimes is insufficient to judge success. It is considered by some as a 'blunt' measure that is unhelpful for determining whether policy and interventions have been successful.¹⁷

Part of the issue is in knowing to what extent the rise in hate crime can be attributed to victims coming forward, better recording of hate crime by officers, or a genuine rise in the number of offences taking place. This debate has played out recently in response to the national rise in transphobic hate crime: the police attribute the rise to greater trust and better reporting; the Home Office suggests it is a mix of reporting and better recording by the police; but Stonewall suggests that "transphobia is everywhere" and there has been an increase in the number of offences taking place.¹⁸

How can someone report a hate crime?

Hate crimes can be reported directly to the police; via organisations such as Crimestoppers; or through 'third party' reporters. These are organisations that can report an incident to the police on a victim's behalf and provide advice and support to that victim.¹⁹ Third party reporters include, for example, TellMAMA (Islamophobic hate crime), the Community Security Trust (antisemitic hate crime) and Galop (LGBT+ hate crime).



We heard positive indications that there are more Londoners—both victims and witnesses—coming forward to report hate crime. Third party reporters and other organisations are playing a big part in this and

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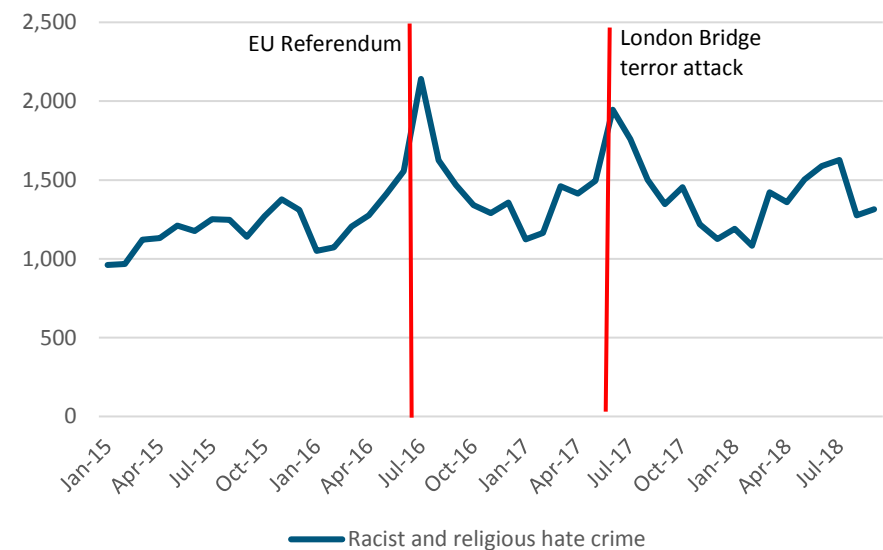
should be commended for the work they do with victims who may not feel comfortable reporting to the police in the first instance.

We also heard that, broadly, the Met is getting better at recognising and recording hate crime, although there were some concerns that recording can still be inconsistent.²⁰ Changes in the awareness and recording of hate by the police can have an impact on recorded crime levels: the introduction of the Disability Hate Crime Matters programme in 2016, a Met initiative which raised awareness among officers of disability hate crime, resulted in an 800 per cent increase in recorded disability hate crimes that year: going some way towards demonstrating the real number of victims of that specific crime.²¹ It is disappointing that such a scheme stopped, the suggested reason being that “a key member of MPS staff retired and then the MPS restructured”,²² resulting in the number of recorded disability hate crimes dropping again in subsequent years.

But, most worryingly, it has also been suggested that the number of offences is “ramping up”, with trends and patterns in some types of hate crime leading organisations to believe “that there is genuinely an increase in the number of incidents taking place.”²³ We heard that with incidents of antisemitism, Islamophobia and disability hate crime that the current political climate of polarisation of views can embolden individuals who wish to commit hate crime and are also acutely aware

of the impact that local, regional and world events can have on Londoners’ experiences of hate crime.²⁴ We have seen this most starkly in the short periods following events such as the EU Exit referendum and terror attacks.²⁵

Spikes in racist and religious hate crime occurred following events like the EU referendum and London Bridge terror attack



Source: Metropolitan Police, [Hate crime or special crime dashboard](#)

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We are in very divisive times and very difficult times and that does really worry me in terms of increases in hate crime [...] I hope it will not push us off course, but it may mean that there are more people and more communities who feel threatened and who feel that they need the services of our advocacy programmes as well as the services of the Met

- Sophie Linden, Deputy Mayor for Policing and Crime, [14 May 2019](#)

All of this means it is increasingly difficult to know what is driving the increase in recorded hate crime and whether the proportion of victims who report is increasing. This problem is not unique to hate crime. MOPAC has carried out work on other areas of crime to understand why the number of offences is changing. Its recent research on the reasons for the increase in domestic abuse and sexual offences, for example, concluded that there could have been as many as 151,000 people who

experienced rape or sexual assault in the year to March 2018, in comparison to the 20,000 offences that were recorded by the Met.²⁶

The Mayor has said that he will use crime statistics, data from the Ministry of Justice (MoJ) and MOPAC research to judge progress on whether more victims are coming forward to report. To go some way in making this assessment more robust, this kind of analysis needs to be replicated for hate crime and is something that MOPAC should carry out.

There also needs to be greater transparency around the level of repeat victimisation, one of the other measures the Mayor is looking for progress in. For many victims, the hate crime they experience can be persistent, and for some it becomes a daily occurrence. The Crime Survey for England and Wales (CSEW) suggests that between 2015-16 and 2017-18, nearly one in five (18 per cent) victims of personal hate crime were repeat victims, and nearly four in ten (38 per cent) victims of household hate crime were repeat victims.²⁷ We heard, for example, that victims of disability hate crime can suffer verbal abuse on a near daily basis, with many perceiving it “as part of everyday life”.²⁸

It is not clear as to what progress has been made to date against the Mayor’s goal of reducing repeat victimisation: the data available through MOPAC and the Met provides no insight into this. Not only does

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this make judging progress and success difficult, but it adds to the lack of clarity about the increase in recorded hate crime.

Recommendations

- **The Mayor should report back to the committee by the end of October 2019 as to how he is specifically measuring whether more victims of hate crime are coming forward to report.**
- **MOPAC's Evidence and Insight Team should, by the end of this financial year, carry out an in-depth analysis into the reasons for the increase in recorded hate crime, similar to the analysis it carried out on domestic abuse and sexual offences. This research must be used to assess progress in encouraging victims to come forward and report, identify whether interventions around hate crime are fit for purpose and identify what level of resource will be required to deliver support services.**
- **By the end of this calendar year, MOPAC should publish information on the level of repeat victimisation for each strand of hate crime as part of the regular updates to its hate crime dashboard.**

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Better knowledge and awareness of hate crime will encourage more victims to come forward and report

Hate crime is still significantly under-reported. The CSEW suggests that, nationally, only around half of CSEW reported hate crimes are reported to the police.²⁹ We heard that general awareness raising of what hate crime is and how to report it has helped to improve reporting, but this is an area where more progress needs to be made.

Why don't people report hate crime to the police?³⁰

- The person did not think anything would happen as a result.
- Fear of wasting police time.
- Incidents happen so often that it becomes 'normalised', and a person believes there is no point in reporting.
- A lack of understanding of what hate crime is. In respect of disability hate crime, offences are often not identified until disclosed to organisations who may be helping the individual with other issues.
- There is a lack of trust in authority and a lack of awareness of how to report a crime, particularly among new migrant communities.
- The initial police response may not be appropriate, particularly for people with learning difficulties or mental health support needs.

“
We do need to encourage people to come forward and report so that we get a truer reflection of what happens in London

- Superintendent Waheed Khan, Metropolitan Police, [23 May 2019](#)

”

There are dangers with awareness raising of the issues around hate crime. We heard that “any publicity about the existence of hate crime risks actually affecting community confidence”, and there are examples where “in proactive publicity campaigns about hate crime [...] posters have then become targets for hate crime themselves.” But there were also suggestions that these risks can be carefully managed through the use of “the right language and the right message”.³¹

Knowledge and understanding of hate crime within schools and among young people is a concern. The Mayor has committed to work with the Met, local authorities and educators in schools to help increase awareness of hate crime.³² We were disappointed to hear that a schools programme being developed by the Met and partner organisations had

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yet to be finalised and rolled out, over two years on from the Mayor's commitment being made. In May we were told that the education programme being developed by the Met's Hate Crime Diamond Group was "imminent" and would be rolled out "in the next month or so".³³ If it has not been rolled out by now, it is unlikely to be embedded into school practices in this academic year.

Awareness raising is important not only in helping people understand when they may have been the victim of a hate crime and how to report, but in letting them know that hate crime is being dealt with effectively. This kind of work is taking place within anti-hate crime organisations, such as TellMAMA, which shares success stories with victims who might be reluctant to report to the police, "to showcase that the police have acted on this and there has been an arrest at the end of the day or an apology".³⁴

It is encouraging that anti-hate crime organisations are doing this kind of work but raises a question as to whether awareness of these successes needs to reach more Londoners, not just those already in touch with specialist support services.

It is not just about raising awareness of the existence of hate crime. It is about raising awareness of what benefits a person to report it.

- Dave Rich, Community Security Trust, [23 May 2019](#)

Part of this is about having the right information to provide to people and ensuring that Londoners receive that message. Information available from the Crown Prosecution Service (CPS), for example, provides high level prosecution and conviction rates on hate crime, but does not provide detail that would be most helpful to specific communities, such as Jewish or Muslim communities. The Mayor has committed to publish information on hate crime and its outcomes. But other than proceedings by the police against perpetrators, there is little information available on outcomes that demonstrates he is delivering on this commitment. Looking more closely at prosecutions and conviction data will help to make information readily available to

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organisations and the public about the action being taken in respect of hate crime and where improvements need to be made.

In our investigation we repeatedly heard how important leadership was in tackling hate crime. The Mayor is in the unique position to enable effective awareness raising, not just among specific communities, or among victims, but among all Londoners. We welcome that he has championed the benefits of a diverse London through campaigns such as #LondonisOpen and the publication of a Social Integration Strategy but believe there is more he can do in this context to focus on hate crime.

Recommendations

- **The Mayor should step in to expedite the roll out of the Met's school education programme on hate crime, and report back to this committee by the end of October 2019 on the detail about the programme, including how it will be delivered across all schools.**
- **By the end of this year, the Mayor needs to put in place arrangements with CPS London and the Met to gather detailed data on the charging, prosecution and conviction rates for each specific strand of hate crime. This information should be published as part of the regular updates to MOPAC's hate crime dashboard.**
- **By the end of October 2019 the Mayor should provide this committee with information as to how he is regularly and**

proactively raising awareness of hate crime among all Londoners.

In addition to this, the Mayor could consider:

- **holding an annual London event to raise awareness of hate crime, increase community cohesion and celebrate London's diversity**
- **working more proactively with organisations such as sporting and cultural institutions to encourage them to promote awareness of hate crime and how to prevent it, and to counter divisive messages**
- **renewing his commitment to initiatives like the #LondonisOpen campaign, in particular the use of social media in that campaign, given the recent rise in hate crime**

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To eradicate hate crime, the attitudes and actions of offenders must be challenged

The Mayor has said he intends “to challenge hate crime robustly”.³⁵ We welcome that as well as raising awareness and ensuring Londoners know how to report hate crime, he has recognised the need to consider how to prevent it from occurring and, when it does, to prevent offenders from committing a hate crime again.

The Deputy Mayor for Social Integration, Sociality Mobility and Community Engagement, has spoken about some of the “very small-scale” projects taking place within the community cohesion sphere to prevent hate and intolerance.³⁶ But one striking omission around the prevention of hate crime is work with offenders. It was suggested to us that “for all of those people who have been found guilty of committing hate crimes, there is no work with them to challenge the reasons why they have committed them.”³⁷ We recognise that this is primarily a matter for the MoJ and probation services. Nonetheless, the absence of hate crime specific rehabilitation initiatives will be disappointing for those victims who are motivated to report hate crime because they want to prevent their experience happening to someone else.³⁸

This person hated this community so much that they were motivated to commit acts of violence and abuse against them. There is nothing thinking about how to unpick that. How do we go on to work with that person to prevent them from committing hate crimes again?

– Nick Antjoule, Galop, [23 May 2019](#)

As with any preventative approach, there is no quick win solution. But there is a need to look at how the prevention of hate crime can be as effective as possible, and work with offenders is one way to achieve this. There is merit in exploring how further understanding, investment and effort can be put into working directly with offenders.

Firstly, we agree with the suggestion from the BTP that further work could be carried out across the capital to improve what is known about hate crime offenders.³⁹ Secondly, there would be merit in exploring and testing interventions that could be most effective in challenging and changing the motivations of those that commit hate crime. We heard

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two suggestions: better use of restorative justice “where it is risk-assessed and victim-led”; and offender workshops, similar to those that are used for domestic violence offenders and which “can be very useful in terms of helping challenge prejudicial opinions.”⁴⁰ We were told by Stop Hate UK that the London Probation Service had effective intervention programmes for hate crime offenders, but “this work ceased with the introduction of the CRC [Community Rehabilitation Company]”.⁴¹ In the longer term, if progressed, the Memorandum of Understanding with the MoJ on devolution of the criminal justice system may provide the Mayor with the opportunity to intervene further.

Recommendations

- **MOPAC should work with the Met, other police services in London and anti-hate crime organisations to improve the knowledge base around hate crime offenders, reporting back to this committee by the end of this financial year on its findings.**
- **MOPAC should complete an assessment of what, if any, interventions are in place across London to work specifically with hate crime offenders. Using the results of the assessment and the improved knowledge base around hate crime offenders, MOPAC should set out how it will help to improve the level and quality of work with hate crime offenders across the capital.**

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The Met's response to hate crime is improving, but there is further to go

The Mayor has said he wants to improve the satisfaction of victims in respect of the Met's handling of hate crime. It was encouraging to hear that the Met is considered by some to be one of the better police services in the country for dealing with hate crime. However, victim satisfaction in the Met's response to hate crime continues to fall, in line with overall victim satisfaction.⁴²

“
We are going to be vigorous and we are going to ruthlessly follow up those people who offend, attack or in any way denigrate other people for something they cannot effect, which is what the definition of hate crime is, how they are, whether it is by race, gender or any of the other things that people select people out for in an unfair way

– Cressida Dick, Commissioner, Metropolitan Police, [6 July 2016](#)

The Mayor launched the Met's Online Hate Crime Hub in April 2017. The aim of the hub was to “improve the police response to online hate by gathering intelligence, improving understanding and testing new investigation methods” and offer victims a referral to specialist support services.⁴³ The hate crime hub is now part of the Met's mainstream business, and covers both online and offline hate crime.⁴⁴ This move should help to make any links between offline and online hate crime and provide the Met with a single source of insight into the ‘whole picture’ of hate crime in the capital.

“
the online world is increasingly integrated into everyday life, meaning that the distinction between offline/online hate crime is often blurred

– Galop, [Online hate crime report 2017](#)

Organisations we spoke to raised concerns about the ability of the Met to tackle hate crime under the new Basic Command Unit (BCU) model, particularly in respect of frontline officers investigating aggravated hate crimes.⁴⁵ Iman Atta, Director of TellMAMA, said that although improved,

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the training and awareness of officers on hate crime is “patchy and inconsistent”, suggesting that “it is not that every single police officer in the Met knows what hate crime is and addresses it equally as the other.”⁴⁶ Inclusion London told us, for example, that there are instances in which officers will categorise a disability hate crime as antisocial behaviour and treat it as such, passing the incident on to housing associations to be dealt with.⁴⁷

We welcome that the Met has said it is improving its training of frontline officers around hate crime, having taken much of its learning from the 2016 Disability Hate Crime Matters programme. We heard that 1,700 call handlers will be trained by September 2019 and that a hate crime training package is being developed for all front-line staff and officers, including a checklist for officers attending incidents to identify whether a hate crime may have taken place.⁴⁸ We are hopeful that this will improve the consistency of the approach officers take throughout London. However, it is disappointing that it has taken over two years to implement that learning.⁴⁹ The training package should form part of an officer’s initial training as well as ongoing development and we will watch closely and follow up on this to examine the impact on the number of recorded hate crimes and on victim experience.

The Met has also ensured that there is a Hate Crime Liaison Officer available in every BCU, whose role is to form relationships with people

and organisations in an area to raise awareness of hate crime and encourage reporting. It is aiming to deliver greater consistency in its approach to hate crime across boroughs and suggests that these officers are “becoming a very tried, tested and trusted local people whom many groups are contacting.”⁵⁰

“We learned from the pilot that we were not good at identifying the vulnerabilities when people get in touch with us in the first instance. We have to ask more questions and we have to be more victim-focused in relation to that. [...] We have also realised that our responding officers do not always recognise when they see it and so we are now enhancing their training

**– Sir Stephen House, Deputy Commissioner,
Metropolitan Police, [4 June 2019](#)**

But concern has been raised that, because of the BCU model, Hate Crime Liaison Officers “have much more ground to cover”.⁵¹ Iman Atta suggested that “each borough has got its unique fingerprint, its unique

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population that lives in there, its unique problems and issues”, so there is a need to make sure boroughs and communities “are not losing that local expertise from a different borough by lumping them together under the BCUs.”⁵² We heard similar concerns from others on specific types of hate crime, with one LGBT+ hate crime worker raising her concern about the “removal of officers who are more likely to get pronouns correct, understand slang without needing to explain or be questioned on lifestyle”.⁵³ The Met told us that “the concerns that have been expressed are something that we are absolutely alive to” and noted that some BCUs have gone beyond having one Liaison Officer.⁵⁴

Recommendations

- **By the end of the year MOPAC and the Met should review the provision of Hate Crime Liaison Officers in each BCU against the data available on hate crime and advice from anti-hate crime organisations, to identify whether BCUs need additional Liaison Officers.**
- **The Met should ensure that frontline officers’ training on hate crime specifically covers the challenges of hate crime specific to their BCU.**

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The demand for support from victims outweighs that provided through MOPAC funding arrangements

MOPAC commissions a Hate Crime Victim Advocates Scheme called Community Alliance to Combat Hate (CATCH). The consortium offers specialist and targeted support for high risk victims of hate crime, including “helping the people they work with to cope, helping them to recover from their experiences and helping to empower them, giving them the tools and support to get things that they need.” Organisations within the consortium provide advice and accompany victims through the reporting and criminal justice process.⁵⁵

The evidence we gathered during this investigation shows that the kind of advocacy work that CATCH is delivering, alongside the ongoing work of anti-hate crime organisations, is having a positive impact in supporting victims of hate crime.⁵⁶ We heard that in depth advocacy was provided to just over 400 victims of hate crime in the last financial year, including those who did not report to the police. Specifically, on attrition rates, MOPAC suggests that nearly two-thirds of cases fall because of non-attendance of the victims at court: CATCH suggests that through its advocacy work the rate at which those victims and witnesses drop out, is considerably lower.⁵⁷ But with the number of recorded hate

crime offences in much larger numbers and growing, only a small proportion of victims are receiving support.

The Mayor’s commitment to extend the provision of a Hate Crime Victims’ Advocates scheme was a welcome one. And it is understandable that MOPAC aimed to open up the CATCH service beyond the two pilot boroughs to every borough in London. But it is disappointing that this was not backed up with the resource to make the best of such a service. It is only very recently that MOPAC has agreed an uplift in the amount of funding it gives to the CATCH service, which will provide for around six extra specialist Hate Crime Advocates.⁵⁸ It is still possible that the demand for support from victims of hate crime outweighs that which can be provided through MOPAC’s commissioned advocacy service.

We question why MOPAC extended the remit of CATCH initially without increasing its capacity, particularly when the DMPC has said herself that the current context and the impact of local, regional and national events “may mean that there are more people and more communities who feel threatened and who feel that they need the services of our advocacy programmes as well as the services of the Met.”⁵⁹

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Even though CATCH partners are doing their best to be able to cover pan-London with whatever capacity they have right now, it is worthwhile knowing that is within that very limited capacity and still keeping to very careful in-depth work. What we would love to be able to do is to be able to offer CATCH properly and to be able to promote CATCH and give the best opportunity to everyone who needs it, to be able to access it

– Nick Antjoule, Galop, [23 May 2019](#)”

We are pleased that since our investigation MOPAC has decided to take the first step in rectifying this issue of under-resourcing. This will provide much-needed support to an extra 400 victims of hate crime in London. But we need to be reassured that between now and October 2020, when the contract ends, CATCH can deliver to its full potential as a pan-London service and that the future of any advocacy service is based on a sound evidence base from the start.

Recommendations

- The Mayor should, by the end of this year, make information available to Londoners about the organisations that are providing support to victims of hate crime. This includes projects funded by local authorities and the Government.
- The improvements in the analysis and data around hate crime recommended in this report must be used to better determine the level of demand for a pan-London hate crime advocacy service prior to retendering. The Mayor must ensure that MOPAC commissions a properly funded pan-London hate crime advocacy service and should report back to this committee by the end of this year on his plans for the future of the advocacy service.

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The criminal justice system needs to better account for the specific needs of different hate crime victims

Conviction rates for hate crime in London are among the lowest across England and Wales. In 2017-18, 78 per cent of the prosecutions for hate crime in London's courts resulted in a conviction, against a national average of nearly 85 per cent. Comparable force areas had higher conviction rates than in London and the capital has seen little change in its conviction rate over the past four years.⁶⁰ It is disappointing that MOPAC and the CPS have not made more progress in this area.

We heard concerns about the "patchy" knowledge of hate crime and its application by the judiciary as well as the need for better training. This risks leaving victims feeling that the decisions taken by the courts are not robust. We also heard concerns that victims of hate crime are not having their needs met when it comes to court processes, with the Centre for Hate Studies suggesting that one of the reasons victims disengage with the justice system is because of a disregard for their needs and rights to reasonable adjustments.⁶¹

CPS prosecutions and convictions for hate crime

	2014-15	2015-16	2016-17	2017-18
London				
Prosecutions	3,369	3,509	3,643	3,209
Convictions	2,676 (79%)	2,720 (76%)	2,645 (77%)	2,511 (78%)
Greater Manchester				
Prosecutions	932	954	780	732
Convictions	830 (89%)	818 (86%)	664 (85%)	638 (87%)
West Yorkshire				
Prosecutions	677	818	764	665
Convictions	563 (83%)	720 (88%)	656 (86%)	592 (89%)
West Midlands				
Prosecutions	964	1,380	1,605	1,471
Convictions	802 (83%)	1,179 (85%)	1,366 (85%)	1,283 (87%)
National				
Prosecutions	14,738	15,442	14,480	14,151
Convictions	12,220 (83%)	12,846 (83%)	12,072 (83%)	11,987 (85%)

Source: Crown Prosecution Service, [Hate crime reports](#)

The poor experiences of, and outcomes for, hate crime victims is most starkly evidenced in terms of disability hate crime. We heard that "the court process can be really traumatising for disabled people" with physical access issues; a lack of British Sign Language interpreters or

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specially trained officers to take the statements; and no easy to read documents to understand the process. Inclusion London has suggested that victims sometimes must wait in the same area as a defendant and that they have experienced continued abuse from perpetrators while waiting to go to court.⁶² We acknowledge that these issues are not within the direct power of the Mayor to resolve. Nonetheless, these are fundamental issues that the courts in London need to address.

Prosecution and conviction rates for disability hate crime are particularly low, with around 57 per cent of 68 prosecutions in 2017-18 resulting in a conviction.⁶³ Disability hate crime allows for an uplift in sentence and it was suggested that courts are “unwilling to uplift sentences for DHC [Disability Hate Crime] even though the legislation exists” with research showing that “many judges are not even aware of the potential for uplift”.⁶⁴ The disparity in the law around hate crime is something we will explore as part of the Law Commission’s hate crime consultation expected later this year, and we hope that the Mayor and MOPAC will do the same.

The Mayor has said he will monitor satisfaction rates across the criminal justice system for hate crime victims. But it is not clear what he intends to do with this information and how he will leverage his unique position to lobby the Government and work with the CPS in London to make a positive difference to the wider criminal justice response to hate crime

and experiences of victims who choose to pursue their case through the courts.

Recommendation

- **By March 2020, the Mayor should set out how he has used his powers and influence to contribute to an improvement in the practices of the criminal justice system in how it responds to the specific needs of hate crime victims.**

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Conclusion

We are acutely aware of the current challenges in terms of tackling hate crime, and the impact that local, regional and world events can have on Londoners' experiences of hate crime. This only makes the need for effective prevention, response and support for victims even more important.

The evidence we heard suggests that, while some progress is being made, there are further steps that the Mayor needs to take to achieve his ultimate goal of a reduction in hate crime. This includes awareness raising, working with offenders and providing suitable funding to support as many victims as possible. He also needs to better demonstrate the difference that is being made by the police, courts and specialist support services, so that, ultimately, no matter where someone lives in London, or who they are, if they experience hate crime they can have the confidence it will be dealt with and can rely on getting the support that they need.

Our recommendations:

- **The Mayor should report back to the committee by the end of October 2019 as to how he is specifically measuring whether more victims of hate crime are coming forward to report.**
- **MOPAC's Evidence and Insight Team should, by the end of this financial year, carry out an in-depth analysis into the reasons for the increase in recorded hate crime, similar to the analysis it carried out on domestic abuse and sexual offences. This research must be used to assess progress in encouraging victims to come forward and report, identify whether interventions around hate crime are fit for purpose and identify what level of resource will be required to deliver support services.**
- **By the end of this calendar year, MOPAC should publish information on the level of repeat victimisation for each strand of hate crime as part of the regular updates to its hate crime dashboard.**
- **The Mayor should step in to expedite the roll out of the Met's school education programme on hate crime, and report back to this committee by the end of October 2019 on the detail about the programme, including how it will be delivered across all schools.**

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- By the end of this year, the Mayor needs to put in place arrangements with CPS London and the Met to gather detailed data on the charging, prosecution and conviction rates for each specific strand of hate crime. This information should be published as part of the regular updates to MOPAC's hate crime dashboard.
- By the end of October 2019 the Mayor should provide this committee with information as to how he is regularly and proactively raising awareness of hate crime among all Londoners. In addition to this, the Mayor could consider:
 - holding an annual London event to raise awareness of hate crime, increase community cohesion and celebrate London's diversity
 - working more proactively with organisations such as sporting and cultural institutions to encourage them to promote awareness of hate crime and how to prevent it, and to counter divisive messages
 - renewing his commitment to initiatives like the #LondonisOpen campaign, in particular the use of social media in that campaign, given the recent rise in hate crime
- MOPAC should work with the Met, other police services in London and anti-hate crime organisations to improve the knowledge base around hate crime offenders, reporting back to this committee by the end of this financial year on its findings.
- MOPAC should complete an assessment of what, if any, interventions are in place across London to work specifically with hate crime offenders. Using the results of the assessment and the improved knowledge base around hate crime offenders, MOPAC should set out how it will help to improve the level and quality of work with hate crime offenders across the capital.
- By the end of the year MOPAC and the Met should review the provision of Hate Crime Liaison Officers in each BCU against the data available on hate crime and advice from anti-hate crime organisations, to identify whether BCUs need additional Liaison Officers.
- The Met should ensure that frontline officers' training on hate crime specifically covers the challenges of hate crime specific to their BCU.

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- The Mayor should, by the end of this year, make information available to Londoners about the organisations that are providing support to victims of hate crime. This includes projects funded by local authorities and the Government.
- The improvements in the analysis and data around hate crime recommended in this report must be used to better determine the level of demand for a pan-London hate crime advocacy service prior to retendering. The Mayor must ensure that MOPAC commissions a properly funded pan-London hate crime advocacy service and should report back to this committee by the end of this year on his plans for the future of the advocacy service.
- By March 2020, the Mayor should set out how he has used his powers and influence to contribute to an improvement in the practices of the criminal justice system in how it responds to the specific needs of hate crime victims.

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Our investigation

The committee's investigation aimed to:

- assess the Mayor's progress in protecting Londoners from hate crime
- assess the Mayor's progress in delivering better support for victims of hate crime
- examine the effectiveness and impact of the MPS's operational response to hate crime
- examine the role third sector organisations can play in assisting the Mayor and Met's response to hate crime

The committee held a meeting in public with the following guests on 23 May 2019:

- Dave Rich, Head of Policy, Community Security Trust
- Henrietta Doyle, Policy and Campaigns Officer, Inclusion London
- Iman Atta, Director, TellMAMA
- Jemma Levene, Deputy Director, Hope Not Hate
- Louise Holden, Hate Crime Partnership Manager, London Deaf & Disabled People Organisation's Hate Crime Partnership
- Nick Antjoule, Head of Hate Crime Services, Galop

- Superintendent Waheed Khan, Metropolitan Police

The committee also gathered written evidence from organisations working to tackle hate crime. Our thanks go to those who contributed their views to our work:

- British Transport Police
- Campaign against Antisemitism
- Centre for Hate Studies
- David Wilkin, Lead Coordinator: Disability Hate Crime Network
- Galop
- Inclusion London
- Merton Centre for Independent Living
- Redbridge Equalities and Community Council
- Stop Hate UK
- Susan Hailes

Copies of the evidence the committee received can be found at <https://www.london.gov.uk/about-us/london-assembly/london-assembly-committees/police-and-crime-committee>

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The London Assembly Police and Crime Committee



Contact

For media enquiries about this report, please contact Aoife Nolan,
External Communications Officer:

Aoife.Nolan@london.gov.uk / 020 7983 4067

For inquiries about this report or the Police and Crime Committee,
please contact the Assembly's Scrutiny team:

policeandcrimecommittee@london.gov.uk / 020 7983 4760

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References

¹ Peter Whittle of the Brexit Alliance Group dissented from this report, stating: ‘We have fundamental concerns about the subjective nature of the definition of hate crime - a criminal offence which requires no evidence. We believe that existing laws are sufficient to address this issue. Consequently, we do not support this report.’

² GLA, [Survey of Londoners Headline findings](#), June 2019

³ Metropolitan Police, [Hate crime or special crime dashboard](#); and Home Office, [Hate Crime, England and Wales 2017/18](#), 16 October 2018

⁴ Metropolitan Police, [What is hate crime](#); and Crown Prosecution Service, [Hate crime](#)

⁵ Metropolitan Police, [Hate crime or special crime dashboard](#)

⁶ Written submission from the British Transport Police.

⁷ Metropolitan Police data, A count of Hate Crime Offences and Victims for the period 2012 to 2018, extracted July 2019

⁸ Mayor’s Questions, [2019/3850](#), February 2019

⁹ Metropolitan Police, [Hate crime or special crime dashboard](#)

¹⁰ MOPAC, [Justice matters presentation on hate crime](#), March 2019

¹¹ Metropolitan Police data, A count of Hate Crime Offences and Victims for the period 2012 to 2018, extracted July 2019

¹² Meeting of the Police and Crime Committee, 23 May 2019

¹³ Meeting of the Police and Crime Committee, 23 May 2019

¹⁴ MOPAC, [Justice matters presentation on hate crime](#), March 2019

¹⁵ BBC News, [London bus attack: Arrests after gay couple who refused to kiss beaten](#), 7 June 2019; and BBC News, [Homophobic night bus attack: Four teens charged](#), 25 July 2019

¹⁶ Written submission by Inclusion London

¹⁷ See, for example, comments made in written submissions by Stop Hate UK and Susan Hailes

¹⁸ BBC News, [Transgender hate crimes recorded by police go up 81%](#), 29 June 2019

¹⁹ True Vision [website](#)

²⁰ Meeting of the Police and Crime Committee, 23 May 2019

²¹ MOPAC, [Justice matters presentation on hate crime](#), March 2019

²² Written submission from Inclusion London

²³ Meeting of the Police and Crime Committee, 23 May 2019. See also written submission from Galop

²⁴ See, for example, meetings of the Police and Crime Committee, 14 May 2019 and 23 May 2019; and written submission from the Campaign against antisemitism

²⁵ The Met has said that shortly after the referendum the Met saw a 10 per cent increase in racist and religious hate crime incidents. See Meeting of the Police and Crime Committee, [19 July 2016](#); and House of Commons Library, [Hate Crime Statistics](#), March 2019. The Home Office notes that there have been spikes in recorded hate crime following terrorist attacks. See Home Office, [Hate Crime England and Wales, 2017/18](#), October 2018 and MOPAC, [Justice matters presentation on hate crime](#), March 2019; and Metropolitan Police, [Hate crime or special crime dashboard](#)

²⁶ MOPAC, [Beneath the Numbers: An exploration of the increases of recorded Domestic Abuse and Sexual Offences](#), 27 February 2019

²⁷ See Home Office, [Hate Crime England and Wales, 2017/18](#), October 2018. Personal crimes are defined by the Home Office as those against the individual and only relate to the respondent’s own personal experience (not that of other people in the household). Household crimes cover property crimes which target the household more generally (for example, burglary, criminal damage, or vehicle-related theft)

²⁸ Meeting of the Police and Crime Committee, 23 May 2019

²⁹ Home Office, [Hate Crime England and Wales, 2017/18](#), October 2018

³⁰ See, for example, Meeting of the Police and Crime Committee, 23 May 2019; and written submissions from David Wilkin, Lead Coordinator: Disability Hate Crime Network, Campaign against Antisemitism, Merton Centre for Independent Living; Redbridge Equalities and Community Council and Inclusion London

³¹ Meeting of the Police and Crime Committee, 23 May 2019

³² Mayor of London, [A Safer City for All Londoners](#), March 2017

³³ Meeting of the Police and Crime Committee, 23 May 2019

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³⁴ Meeting of the Police and Crime Committee, 23 May 2019

³⁵ Mayor of London, [A Safer City for All Londoners](#), March 2017

³⁶ Meeting of the GLA Oversight Committee, 1 July 2019

³⁷ Meeting of the Police and Crime Committee, 23 May 2019

³⁸ NatCen, [The experiences of victims of hate crime](#), October 2018

³⁹ Written submission from the British Transport Police

⁴⁰ Meeting of the Police and Crime Committee, 23 May 2019

⁴¹ Written submission by Stop Hate UK

⁴² MOPAC, [Hate Crime Dashboard](#)

⁴³ Mayor of London, [Mayor launches new unit to tackle online hate crime](#), 24 April 2017

⁴⁴ Meeting of the Police and Crime Committee, 14 May 2019

⁴⁵ See, for example, written submission by Redbridge Equalities and Community Council

⁴⁶ Meeting of the Police and Crime Committee, 23 May 2019

⁴⁷ Written submission by Inclusion London

⁴⁸ Meeting of the Police and Crime Committee, 4 June 2019

⁴⁹ Meeting of the Police and Crime Committee, 4 June 2019

⁵⁰ Meeting of the Police and Crime Committee, 14 May 2019

⁵¹ Meeting of the Police and Crime Committee, 23 May 2019

⁵² Meeting of the Police and Crime Committee, 23 May 2019

⁵³ Written submission by Susan Hailes

⁵⁴ Meeting of the Police and Crime Committee, 23 May 2019

⁵⁵ MOPAC, [Justice Matters transcript on hate crime](#), 13 March 2019

⁵⁶ Meeting of the Police and Crime Committee, 23 May 2019. See also written submission from Galop

⁵⁷ MOPAC, [Justice Matters transcript on hate crime](#), 13 March 2019

⁵⁸ DMPC Decision [PCD 623](#), September 2019

⁵⁹ Meeting of the Police and Crime Committee, 14 May 2019

⁶⁰ Greater Manchester's conviction rate was 87 per cent; West Yorkshire 89 per cent; and the West Midlands 87 per cent. See Crown Prosecution Service, [Hate Crime Annual Report 2017–18](#), 16 October 2018

⁶¹ Written submission by the Centre for Hate Studies

⁶² Written submission from Inclusion London

⁶³ Crown Prosecution Service, [Hate crime reports](#)

⁶⁴ See written submission by the David Wilkin, Lead Coordinator: Disability Hate Crime Network. Also see meeting of the Police and Crime Committee, 23 May 2019; and written submission from Inclusion London