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Police & Crime Commissioner

Report to the Thames Valley Police & Crime Panel

Hate Crime

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Definitions – Hate Crime and Hate Incidents

The commonly used term of a “Hate Crime” is not a crime in itself, but an aggravating factor in another criminal offence relating to the perceived intent of the perpetrator.

The NPCC, Crown Prosecution Service, Prison Service (now the National Offender Management Service) and other criminal justice agencies agreed the following definition in 2007:

‘Any criminal offence which is perceived, by the victim or any other person, to be motivated by hostility or prejudice towards someone based on a personal characteristic.’

There are five centrally monitored strands of hate crime:

- race or ethnicity
- religion or beliefs
- sexual orientation
- disability
- transgender identity

The College of Policing published updated guidance on how the police should respond to hate crime in October 2020. The guidance states:

“A hate crime is any criminal offence which is perceived by the victim or any other person to be motivated by a hostility or prejudice based on:

- a person’s race or perceived race, or any racial group or ethnic background including countries within the UK and Gypsy and Traveller groups; this includes asylum seekers and migrants
- a person’s religion or perceived religion, or any religious group including those who have no faith
- a person’s sexual orientation or perceived sexual orientation, or any person’s sexual orientation
- a person’s disability or perceived disability, or any disability including physical disability, learning disability and mental health or developmental disorders
- a person who is transgender or perceived to be transgender, including people who are transsexual, transgender, cross dressers and those who hold a Gender Recognition Certificate under the Gender Recognition Act 2004

Hate crimes are taken to mean any crime where the perpetrator’s hostility or prejudice against an identifiable group of people is a factor in determining who is victimised. While a crime may be recorded as a ‘hate crime’, it may only be prosecuted as such if evidence of hostility is submitted as part of the case file.

The College of Policing Guidance has been challenged in the Court of Appeal which ruled that this guidance disproportionately interfered with freedom of expression in its current format.

The Law Commission is considering proposals to reform hate crime laws to remove the disparity in the way hate crime laws treat each protected characteristic – race, religion, sexual orientation, disability and transgender identity and are due to report their recommendations later in 2021. Any proposals by the Law Commission may lead to future changes in the future coverage of the monitored strands.

A Hate incident is defined as any non-crime incident perceived by the victim to be motivated by race, sexual orientation, religion or belief, transgender or disability.

Training

During their initial training, student officers are given a bespoke 3 hour, training input on Hate Crime, Hate Incidents, Aggravated Offences and the Under reporting of Hate Crime. This session is reinforced in other activities throughout their training, such as practical exercises and Investigations as a golden thread.

Recording and Investigating Hate Crime

Operational guidance for a number of different types of crimes and incidents, to include Hate Crimes are held on Thames Valley Police's Intranet system. This guidance sets the minimum expected standard of how to manage an investigations and ensures continuity of service.

The expected minimum standard for a Hate Incident or Crime is as follows:

Call handler will create a 'hate' report recorded on Niche during initial call.
Attending officer to carry out part 1 of the hate crime risk assessment (*figure 1*).
For any medium and high gradings, part 2 of the risk assessment needs to be completed.

Officer in the case to:

- Attend the crime
- Ensure that the Hate Crime qualifier has been applied to Niche
- Set initial investigation action plan
- Send task to Hate Crime SPOC to review
- Ensuring that a victim safety plan is in place
- Ensuring proper use of the victim's code

Officers are encouraged to identify vulnerabilities and use the support of an intermediary where appropriate.

Figure 1

Hate Crime & Incident Risk Assessment Part 1
This assessment should be used for all hate crimes and incidents

(a) Is this the first hate crime/incident? If it has happened before, how often do incidents occur?	Over 4 2-4 First incident	6 3 1
(b) What impact has this crime/incident had on the victim(s) or their family?	Physical injury Fear of going out Emotional impact Loss of confidence Damage to property No impact	6 5 5 5 4 0
(c) Was the incident specifically targeted at:	Person reporting and/or family Whole community No specific target	4 2 0
(d) Is the victim at risk or vulnerable to further hate crimes/incidents?	Significantly Slightly Factor(s) present but do not impact Factor(s) not present at all	6 4 2 0
(e) Is there a risk to community tension being adversely affected as a result of this crime/incident?	Yes No	4 0
(f) What support is in place for the victim, including any safety measures?	Lives alone and/or isolated from support Limited support Some support from professional agency Good support network and safety plan	3 2 1 0

0 – 17 Standard	18 - 25 Medium	26 and over High
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Hate crime classification is based on who the perceived prejudice is against, not necessarily the victim's identity, but note that for religious hate crimes both the victim's actual religion and the religion against which the hostility is demonstrated must be recorded.

Race	<input type="checkbox"/>	Sexual Orientation	<input type="checkbox"/>	Religion	<input type="checkbox"/>
Colour prejudice – Black	<input type="checkbox"/>	Biphobic	<input type="checkbox"/>	For religious hate crimes both the victim's actual (A) religion and the religion perceived (P) to be targeted must be indicated	
Colour prejudice - White	<input type="checkbox"/>	Homophobic	<input type="checkbox"/>		
Ethnicity – Gypsy, Roma & Traveller	<input type="checkbox"/>	Other	<input type="checkbox"/>		
Race – Anti Asian	<input type="checkbox"/>	Transgender	<input type="checkbox"/>		
Race – Anti Oriental	<input type="checkbox"/>	Transphobic	<input type="checkbox"/>		
	<input type="checkbox"/>	Other	<input type="checkbox"/>	Christian	<input type="checkbox"/> <input type="checkbox"/>
Disability	<input type="checkbox"/>	Other	<input type="checkbox"/>	Hindu	<input type="checkbox"/> <input type="checkbox"/>
Autistic spectrum disorder	<input type="checkbox"/>	Self-defined	<input type="checkbox"/>	Jewish	<input type="checkbox"/> <input type="checkbox"/>
Learning difficulty	<input type="checkbox"/>	Other	<input type="checkbox"/>	Muslim	<input type="checkbox"/> <input type="checkbox"/>
Mental health	<input type="checkbox"/>			Sikh	<input type="checkbox"/> <input type="checkbox"/>
Physical Disability	<input type="checkbox"/>			Buddhist	<input type="checkbox"/> <input type="checkbox"/>
Sensory impairment	<input type="checkbox"/>			Atheism	<input type="checkbox"/> <input type="checkbox"/>
	<input type="checkbox"/>			Other	<input type="checkbox"/> <input type="checkbox"/>

Governance

All Hate Crimes will be reviewed by a Supervisor and tasked to the local LPA Hate Crime SPOC or CADO for review. This assists with overview and trend assessment.

All Hate Crimes will appear on the Local Daily Management Meeting (DMM) document. This meeting is chaired by the LPA Commander. They will summarise the incident, confirm the OIC and discuss any actions.

Any matter that may affect community sentiment or give rise to concern will be raised by the Local Area Commander in the Force wide DMM for additional resourcing and support and visibility.

Community Engagement (Hate Crime SPOCs and Community and Diversity Officers)

Each Local Policing Area has a Hate Crime Specific point of Contact (SPOC) at Sergeant or Inspector rank. The main duties of the SPOC are to ensure Hate Crime is effectively recognised, recorded, investigated and the victim's code complied with. The SPOC is expected to:

- Ensure the LPA delivers their Hate Crime action plan – including refreshing and updating it where appropriate
- Review Hate Crimes and Incidents within the LPA – this involves ensuring the correct qualifiers are in place, reviewing no charging decisions, ensuring accordance with Hate Crime Minimum Standards and ensuring the victim contact contract is adhered to
- Identify trends and vulnerabilities of groups susceptible to Hate Crime
- Ensure Hate Crime is a standing agenda item on the Independent Advisory Group and Antisocial Behaviour meetings.

Community and Diversity Officers (CADOs) are placed in areas where there is a higher level of diversity and a recognised need for specific engagement. CADOs, are specifically trained and provide bespoke engagement with diverse communities and have many more links with the hard to reach/yet to reach communities.

CADOs provide Community Impact Assessments where required and are able to give tactical advice and support as and when there are identified raised tensions or specific issues.

Independent Advisory Groups

Thames Valley Police is committed to engaging with and listening to the views, concerns and issues of those who live, work, study or visit this area of the UK. Policing by consent includes policing by involvement. To this end we have introduced a range of ways that enable us to hear the public voice and one of the most useful is the Independent Advisory Groups (IAG).

The role of the IAG and their members is to:

- Critically appraise police actions from the perspective of a receiver of police services and a member of the community.
- Have access to decision makers.
- Have an appreciation of resources within communities that may assist to resolve particular incidents.
- Have the ability and willingness to give constructive criticism to police and offer solutions.

- *Give individual perception / advice on policy (including policy development), and practices, which impact on diverse communities.*
- Provide a view on how particular police activities are likely to be perceived by communities, for example, Stop & Search.
- Give a personal perspective as someone who is connected to a specific community – IAG members do not speak on behalf of that community.
- *Advise the police on cultural and other issues, specifically relevant to the community involved.*
- *Give post incident advice in regard to critical incidents, noting how the incident advice may differ in different communities and cultures.*
- As a group to facilitate two-way communication between communities and the police.

There are a number of IAGs across Thames Valley Police, and with the exception of the two force-wide IAGs (SIAG and Stop & Search) they are based on the Local Police Area

Berkshire IAGs

Slough; Reading; Windsor & Maidenhead; Bracknell & Wokingham; West Berkshire. Note: Bracknell & Wokingham has an IAG for both local authority areas as well as a B.A.M.E IAG covering the whole LPA.

Buckinghamshire IAGs

High Wycombe; Chiltern & South Bucks; Aylesbury; Milton Keynes.

Oxfordshire IAGs

South Oxon & Vale; Oxford; Cherwell & West Oxon.

There are also two force-wide IAGs: Strategic IAG and Stop & Search IAG

Response to Specific Incidents and Prevention

Where there are significant incidents in the Force area, or incidents of note nationally or internationally, that that may generate increased level of hate crime/Incidents, TVP will put in place bespoke operational plans to minimise the chances of increases in Hate Crime and respond to community concerns. Some examples are highlighted below.

Operation Forum – Community Impact

On the 15th August 2019 PC Andrew Harper died during an incident on Ufton Lane, Sulhamstead. Following that incident, ten people from the GRT community were arrested from a local caravan site. With the media coverage and crime scenes at the site, there was a risk of reprisals towards the GRT community from wider community groups or lone individuals. To reduce the risk of harm Operation Forum was launched deploying officers to perform high visibility patrols in key areas of the community, not only to reassure but to also gather information and intelligence to assess the community impact and inform the police response. Daily social media monitoring was conducted to identify rises in community tension, engagement with local parish councils and community leaders to assess the risk to the whole community. Personal risk assessments were conducted based on intelligence received and safeguarding measures were implemented for several individuals in conjunction with our partner agencies.

Forbury Gardens

On the 20th June 2020, Khairi Saadallah, a 25 year old Libyan male refugee attacked six people with a knife in Forbury Gardens, Reading. Three men died from their injuries and three were seriously injured.

A Superintendent was nominated to take oversight of Community impact following this incident. A strategy was implemented, highlighting potential tensions towards and within the Muslim, Asylum and LGBTQ communities. Thames Valley Police used their strong links to the IAG and Community Leaders to help inform strategies and conducted joint patrols with Street Pastors in key areas of the communities. There were dedicated Neighbourhood response working in partnership with volunteer groups and support groups across Reading for continued monitoring of the tensions.

Staff Support Networks

Thames Valley Police has a number of vibrant Staff Support Networks and Associations which were originally established to support staff within the workplace. They now also provide a wider service to the Force as a critical friend and can provide advice on numerous areas to support service delivery.. Some of the groups are listed as below:

- Women's Network
- Men's Forum
- Support Association for Minority Ethnic Staff
- Lesbian, Gay, Bisexual, Transgender Support Network
- Muslim Police Association
- Gypsy, Roma, Traveller Association
- Christian Police Association
- Disability Support Network
- Autism and Neurodiversity
- Mental Health
- Hearing and Sight Impairment

Performance Data

Recorded Hate Incidents in 2020 and 2021

LPA	2020	2021	% Change	Per 1000 population (2021)
Bracknell & Wokingham	110	131	19%	0.49
Reading	117	160	37%	1.03
Slough	116	111	-4%	0.79
West Berkshire	62	63	2%	0.41
Windsor & Maidenhead	63	79	25%	0.55
Aylesbury Vale	85	90	6%	0.52
Chiltern & South Bucks	76	85	12%	0.53
Milton Keynes	245	246	0%	0.99
Wycombe	107	97	-9%	0.56
Cherwell & West Oxon	102	100	-2%	0.41
Oxford	107	176	64%	1.16
South & Vale	72	90	25%	0.35
Out of Force / Unknown	38	56	47%	
Thames Valley	1300	1484	14%	0.65

Recorded Hate Crimes in 2020 and 2021

LPA	2020	2021	% Change	Per 1000 population (2021)
Bracknell & Wokingham	319	385	21%	1.44
Reading	463	562	21%	3.61
Slough	548	661	21%	4.71
West Berkshire	177	219	24%	1.42
Windsor & Maidenhead	270	388	44%	2.68
Aylesbury Vale	299	332	11%	1.91
Chiltern & South Bucks	229	272	19%	1.71
Milton Keynes	616	803	30%	3.23
Wycombe	285	348	22%	2.03
Cherwell & West Oxon	262	350	34%	1.42
Oxford	407	562	38%	3.70
South & Vale	261	344	32%	1.35
Out of Force / Unknown	11	29	164%	
Thames Valley	4147	5255	27%	2.32

It should be noted that a number of crime types reduced in 2020 due to the significant lockdown restrictions.

Hate Types in Recorded Hate Crimes in 2020 and 2021

Hate Type	2020	2021	Difference	% Change
Racial Indicator	3,262	3,926	664	20%
Disablist Indicator	382	573	191	50%
Homophobic Indicator	455	631	176	39%
Transphobic Indicator	80	167	87	109%
Faith Indicator	132	190	58	44%
Total Hate Incidents	4,116	5,201	1,085	26%
Honour Based Violence	125	109	-16	-13%
FGM	2	2	0	0%
Forced Marriage	9	4	-5	-56%
Total inc HBV & FGM	4,327	5,483	1,156	27%

**This table will contain duplicate offences where more than one Hate Type has been demonstrated during the course of the offence*

Breakdown of Hate Types in Recorded Hate Crimes and Incidents in 2020 and 2021 for all Local Policing Areas

LPA	Hate Type	2020	2021	Difference	% Change	LPA	Hate Type	2020	2021	Difference	% Change
Bracknell and Wokingham	Racial Indicator	313	348	35	11%	Chiltern and South Bucks	Racial Indicator	224	256	32	14%
	Disablist Indicator	57	99	42	74%		Disablist Indicator	40	56	16	40%
	Homophobic Indicator	49	58	9	18%		Homophobic Indicator	36	39	3	8%
	Transphobic Indicator	14	24	10	71%		Transphobic Indicator	9	12	3	33%
	Faith Indicator	12	11	-1	-8%		Faith Indicator	12	19	7	58%
	Total Hate Incidents	425	512	87	20%		Total Hate Incidents	304	357	53	17%
Reading	Racial Indicator	481	529	48	10%	Milton Keynes	Racial Indicator	659	724	65	10%
	Disablist Indicator	40	84	44	110%		Disablist Indicator	102	170	68	67%
	Homophobic Indicator	51	93	42	82%		Homophobic Indicator	79	135	56	71%
	Transphobic Indicator	13	24	11	85%		Transphobic Indicator	24	24	0	0%
	Faith Indicator	19	18	-1	-5%		Faith Indicator	22	39	17	77%
	Total Hate Incidents	576	719	143	25%		Total Hate Incidents	858	1,044	186	22%
Slough	Racial Indicator	567	663	96	17%	Wycombe	Racial Indicator	304	344	40	13%
	Disablist Indicator	32	53	21	66%		Disablist Indicator	55	44	-11	-20%
	Homophobic Indicator	70	48	-22	-31%		Homophobic Indicator	37	44	7	19%
	Transphobic Indicator	8	10	2	25%		Transphobic Indicator	3	14	11	367%
	Faith Indicator	32	36	4	13%		Faith Indicator	14	20	6	43%
	Total Hate Incidents	661	773	112	17%		Total Hate Incidents	392	443	51	13%
West Berkshire	Racial Indicator	171	195	24	14%	Cherwell and West	Racial Indicator	257	299	42	16%
	Disablist Indicator	37	42	5	14%		Disablist Indicator	52	72	20	38%
	Homophobic Indicator	27	40	13	48%		Homophobic Indicator	42	66	24	57%
	Transphobic Indicator	12	12	0	0%		Transphobic Indicator	16	25	9	56%
	Faith Indicator	7	8	1	14%		Faith Indicator	7	9	2	29%
	Total Hate Incidents	236	282	46	19%		Total Hate Incidents	359	447	88	25%
Windsor and Maidenhead	Racial Indicator	267	373	106	40%	South and Vale	Racial Indicator	218	273	55	25%
	Disablist Indicator	26	42	16	62%		Disablist Indicator	61	97	36	59%
	Homophobic Indicator	34	55	21	62%		Homophobic Indicator	41	59	18	44%
	Transphobic Indicator	8	15	7	88%		Transphobic Indicator	10	13	3	30%
	Faith Indicator	13	16	3	23%		Faith Indicator	4	10	6	150%
	Total Hate Incidents	330	469	139	42%		Total Hate Incidents	328	430	102	31%
Aylesbury Vale	Racial Indicator	308	312	4	1%	Oxford	Racial Indicator	399	565	166	42%
	Disablist Indicator	47	48	1	2%		Disablist Indicator	42	60	18	43%
	Homophobic Indicator	36	50	14	39%		Homophobic Indicator	68	79	11	16%
	Transphobic Indicator	5	11	6	120%		Transphobic Indicator	7	35	28	400%
	Faith Indicator	10	12	2	20%		Faith Indicator	13	37	24	185%
	Total Hate Incidents	383	419	36	9%		Total Hate Incidents	511	731	220	43%

**This table will contain duplicate offences where more than one Hate Type has been demonstrated during the course of the offence*

Types of Offences

Type of Hate Offences	2020	2021	Difference	% Change
Incidents	1,424	1,740	316	22%
Public Order Crimes	2,240	2,875	635	28%
Violence Without Injury Crimes	1,380	1,834	454	33%
Violence With Injury Crimes	215	266	51	24%
Criminal Damage Crimes	175	210	35	20%
All other crimes	189	188	-1	-1%
Total Offences	5,623	7,113	1,490	26%

Hate Crime Outcome Types

		2020	2021	Outcome Rate 2020	Outcome Rate 2021
Court Resolution	Total	556	284	13%	7%
Out of Court Resolution (formal)	Total	40	44	1%	1%
Out of Court Resolution (informal)	Total	134	178	3%	4%
Not in Public Interest	Total	8	3	0%	0%
Prosecution Prevented	Total	60	51	1%	1%
Insufficient Evidence (Sus-Known)	Total	1882	1897	46%	44%
Unsolved (Sus-Unknown)	Total	1353	1621	33%	37%
Dealt with by other agency		76	155	2%	4%
Filed without an outcome		10	103	0%	2%
Total		4119	4336	100%	100%

All ongoing investigations	Crimes	1226
	Incidents	110