



HM Government

# Action Against Hate

The UK Government's plan  
for tackling hate crime –  
'two years on'

October 2018



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## Joint ministerial foreword - Home Secretary and Communities Secretary



**The Right Hon Sajid Javid MP, Secretary of State for the Home Department**



**The Right Hon James Brokenshire MP, Secretary of State for Housing, Communities and Local Government**

In 2016 we set out a clear plan for tackling crimes motivated by hate, in recognition that such behaviour has no place in modern Britain. Over the past two years we have worked tirelessly across Government, police and criminal justice agencies, civil society partners, and international organisations to tackle hate crime in England and Wales, whether it has been on our streets or online.

Some of our proud achievements include providing nearly 90 grants for protective security measures at places of worship across the country; funding innovative projects to tackle hate; working with the Crown Prosecution Service to produce important guides for

victims of hate crime; requiring police forces to disaggregate hate crime data by faith; commissioning the police inspectorate to undertake a thematic report into police effectiveness in responding to hate crime; as well as engaging directly with over 17,000 young people to challenge hatred and prejudice. We were also the first country in the world to adopt the Working Definition of Antisemitism set out by the International Holocaust Remembrance Alliance, placing us firmly at the forefront of responding to community concerns.

We will build on this work in the years ahead, both through supporting our existing projects, and starting new ones where they are most needed. We have asked the Law Commission to undertake a review of the coverage and approach of current hate crime provisions, to ensure the existing law is working effectively. We have also committed to publish in the coming months a White Paper including legislative and other measures to tackle online hate crime (and other harms that occur online).

The statistics we have on hate crime paint a complex picture. On the one hand the last Crime Survey for England and Wales shows a welcome fall in people's experience of hate crime from the previous reporting period. Meanwhile, whilst police data shows an increase in victims reporting to the police, which has been a key focus of ours, we also know that spikes in recorded hate crime have occurred after major incidents such as terrorist attacks.

As our understanding of hate crime and its drivers grows, so does our focus on its victims, for whom the impact of hate crime is long-lasting and deeply felt. The recent announcement of a new Victims' Strategy, new commitments by the Crown Prosecution Service as well as commitments by our departments including launching a wide ranging national hate crime communications campaign, supporting additional police training, and working with the British Forum for Race Equality Councils to strengthen victim support - means that we can ensure hate crime victims remain at the heart of our justice system, and to demonstrate yet again that we will never be complacent on hate.

Britain is set to change and grow in the years ahead. This plan supports a progressive Britain, showing how we will work with our partners to bolster safer and more integrated communities, in line with the vision set out in our recent Integrated Communities Strategy Green Paper. We want to build communities that are bound together by the values of tolerance, equality and mutual respect, and in which there is no room for hate and this plan will help set us on the path to achieving this.

# Chapter 1:

## Executive summary

### **What is the Hate Crime Action Plan?**

The Government is determined to tackle hate crime given its impact on victims, their families, communities and wider society. The Hate Crime Action Plan, published in 2016, set out a comprehensive four year programme, which focused on five themes: preventing hate crime by challenging beliefs and attitudes; responding to hate crime within our communities; increasing the reporting of hate crime; improving support for victims of hate crime; and building our understanding of hate crime.

### **Why are we updating the Action Plan?**

Two years have passed since the Action Plan was published and given the good progress so far, it is timely to reflect, look at the latest evidence and stretch our ambition further. We have seen a welcome increase in reporting, reflecting improved identification of hate crime by the police, willingness of victims to come forward and an overall improvement in how police now record crime. However, this increase in reporting is also thought to reflect a genuine rise in hate crime around specific events such as the Westminster Bridge terrorist attack. We continue to see a gap between the occurrence of, and reporting of, hate crime.

Almost half of the hate crimes identified in the Crime Survey for England and Wales were race related. Higher rates of victimisation were also found among people who were younger (particularly men) and non-white. Third parties have identified differences in the gender of victims reporting to them. One identified a greater proportion of anti-Muslim reports with female victims, and another found more antisemitic reports relating to men. There is a range of perpetrator motivations for hate crime which we need to address. We also set out in an accompanying document the latest data from the criminal justice system as well as evidence on the importance of locations (physical and online) and the impact of hate crime spreading far beyond the immediate victim.

Action to prevent and tackle hate crime will also support our ambition to build strong, integrated communities, as set out in the Integrated Communities Strategy Green Paper we published in March 2018. We want to build communities where people – whatever their background – live, work, learn and socialise together, based around shared rights, responsibilities and opportunities. Hate crime undermines this vision, spreading fear and stopping people from playing a full part in their communities.

Our success depends on working collaboratively across Government, and with criminal justice system partners and community groups at large. It builds on our ongoing engagement and discussions with those most affected by hate crime.

### How will we build on progress against the 2016 actions?

The full detail of progress against the 2016 Action Plan commitments is set out on GOV.UK<sup>1</sup>. To build upon our progress and respond to emerging challenges such as online hate crime, over the next two years we will take forward a refreshed programme of work under the five themes set out in 2016.

Our work on **preventing hate crime** will look to challenge harmful narratives before they develop into hatred and build on the foundation provided by school curriculums, through:

- Funding specific projects to challenge prejudice such as the Anne Frank Trust's Switch Off Prejudice programme.
- Supporting the education sector in educating and protecting young people from hate.
- Challenging prejudice in wider society, including the media.

We will **respond to hate crime where it is happening most in our communities** by:

- Addressing online harms comprehensively including through legislation following the forthcoming White Paper.
- Providing particular support to vulnerable communities.
- Improving training for police and the wider criminal justice system to recognise and respond to hate crime.

We will **increase reporting** of hate crime so victims get the support they need through:

- Improved reporting and recording processes.
- Addressing in particular the underreporting of disability hate crime.

Key to the plan is how we **improve support for victims**, which we will do through:

- The Law Commission review into the coverage and approach of current hate crime legislation.
- Offering improved support for victims in the criminal justice system, including through the Victims' Strategy and Victims' Code.
- Supporting specific communities who are particularly vulnerable.

Finally, we will continue to build our **understanding of hate crime** to ensure our policy can respond flexibly to challenges and concerns by:

- Engaging with specific communities.
- Utilising expert groups.
- Sharing experiences and expertise.

The delivery of this Action Plan will continue to be overseen by the Inter-Ministerial Group on Safe and Integrated Communities and a Hate Crime Strategy Board, including partners across Government and the criminal justice system, and with valued support and challenge from the Independent Advisory Group on Hate Crime.

<sup>1</sup> <https://www.gov.uk/government/publications/hate-crime-action-plan-2016>

## Chapter 2: Introduction

Hate crimes reflect on us as a society. Hate crimes can cause lasting physical and emotional damage. They can evoke despair, anger, and anxiety in victims, and spread fear and mistrust in communities, thus weakening the glue that binds our society together. They strike at the heart of our democracy by undermining the fundamental rights of equality and non-discrimination. Hate crimes can affect any person, regardless of their race, religion, disability, sexual orientation, or transgender identity.

When we published the Hate Crime Action Plan in July 2016, we focused on five themes and we think it is right to continue to concentrate our work under these themes of:

1. Preventing hate crime by challenging beliefs and attitudes;
2. Responding to hate crime within our communities;
3. Increasing the reporting of hate crime;
4. Improving support for victims of hate crime; and
5. Building our understanding of hate crime.

Our efforts since 2016 have delivered success, including examples of strong police practice in response to hate crime and dealing with perpetrators. This is evident from the substantial increases in police recorded hate crime. This

is an important first step, but there are clear challenges ahead: continued under-reporting, especially by disabled people and LGBT people; high rates of attrition in the criminal justice system; and targeted abuse online. There is also a need to focus our efforts on other high risk environments, including public transport and the night time economy.

In addition to this, and in response to the advice we have received from a dedicated Independent Advisory Group on Hate Crime, we have agreed that the next two years will have a greater focus on supporting victims of hate crime, including by ensuring that our work under the five themes of the Action Plan is victim focused.

We deeply value the work of community-based organisations such as the Community Security Trust, Tell MAMA and others across all strands of hate crime. Through their expert work, we remain alive to the concerns of communities and able to respond effectively. Their work is invaluable to the progress we make under the key themes of the Hate Crime Action Plan, and in ensuring that this progress is always rooted in communities.

Supporting victims will involve ensuring that the criminal justice system is effective in its response. Key to this approach is ensuring that the legislation underpinning the criminal justice system response is working effectively. We have therefore asked the Law Commission to undertake a review of the coverage and approach of current hate crime legislative provisions, following their recommendation in 2014 to do so.



We have a continued commitment and resource allocation to improve police recording of hate crime. Without continuing to ensure victims feel confident to report, we cannot be confident that offenders will be brought to justice, that police resources are appropriately allocated, and that, critically, victims get the support to which they are entitled.

In 2016 the then Home Secretary commissioned Her Majesty's Inspectorate for Constabulary, Fire & Rescue Services to conduct an inspection into police handling of hate crime. The Inspectorate's report, published in July 2018, set out a series of recommendations as well as highlighting examples of good practice. We have considered these recommendations as part of this refresh, and will continue to support the police service through the National Police Chiefs' Council.

Having a victim-centred approach to hate crime means listening to what victims and their advocates want. Evidence from stakeholders and academics indicates that we should further explore restorative justice options. This is important, as we know that hate crime victims are less likely to be satisfied by police handling of an incident than victims of other crimes.

In light of this, the Director of Public Prosecutions has agreed that a limited number of police forces can pilot an out of court disposal<sup>2</sup> programme for victims of hate crime, subject to consultation with communities. One of the supporting mechanisms for out of court disposals is restorative justice. Decisions to use restorative justice in relation to hate crime offences need to take account of the views of the victim and the availability of appropriate resources, reflecting the Government's commitment to ensuring that perpetrators continue to be brought to court where appropriate. The new Victims'

Strategy has set out that all Police and Crime Commissioners in England and Wales should make sure that restorative justice services are available in their areas for victims to consider. We have supported three hate crime community projects utilising restorative justice approaches – REMEDI in Derby and in Manchester, and Restorative Solutions in Bradford – and we will be reflecting on the evaluations from those projects in the coming months.

Alongside ensuring that the criminal justice system has the strongest possible response, we must also continue to strive to prevent hate crime in the first place. We commit to continuing this through the development of beliefs and attitudes that are essential to promoting inclusion and mutual respect, through education and strong positive narratives. We will also continue to fund projects which work throughout the education sector to tackle prejudice.

The Integrated Communities Strategy Green Paper, published in March 2018, also set out a range of commitments we will deliver with the education sector to support children, young people and adults to promote and enhance a cohesive and integrated society. These actions will make an important contribution to fostering tolerance and mutual respect.

Our Independent Advisory Group has said that the *challenge* is to address those who are receptive to intolerant views. Over the next two years of this Action Plan we will encourage greater media literacy, particularly in the digital environment. We will support children and adults to critically assess what they see and hear in all forms of media. This will enable them to recognise, confront and report abuse or statements that incite hatred.

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<sup>2</sup> Out of Court Disposals are responses to crime that the police can administer locally without having to take the matter to court. Adult disposals include: simple cautions, conditional cautions, penalty notices for disorder, and community resolutions.

Britain has responded positively to the failings identified by the inquiry into the tragic racist murder of Stephen Lawrence. Now, 25 years later and due to the tireless campaigning of his family, we have one of the world's most robust responses to hate crime. This also includes our leadership in recognising the needs of victims, such as being the first country to adopt the working definition of antisemitism as set out by the International Holocaust Remembrance Alliance. One of our strengths is that we continue to examine the damage hate crime causes, build our understanding and assess the performance of the cross-Government effort. This refreshed Action Plan reflects this ongoing examination, and concentrates on areas where we need to strengthen our response.

## Chapter 3:

# Update on our plan for tackling hate crime

Our Action Plan includes commitments that national organisations (Government departments and key national agencies including the police and Crown Prosecution Service) are taking forward by the year 2020. These are grouped under the Action Plan's five themes for tackling hate crime, which together ensure that we have a comprehensive victim-centred approach.

We have published full details on the progress made on the 71 actions from the original 2016 Action Plan in a supplementary document available on GOV.UK<sup>3</sup>. This chapter focuses on new commitments that we are making at the half-way point to reflect the challenges ahead.

### i. Preventing hate crime

We are preventing hate crime by addressing the beliefs and attitudes that can lead to discrimination and divisions within our society. It is particularly important to challenge these beliefs among young people before they become more deeply ingrained.

Consequently, since 2016 we have worked extensively with schools to tackle hate crime, and a range of related issues such as bullying and our values of democracy, tolerance and the rule of law. We have developed educational resources, and funded projects aimed at encouraging healthy debates and others aimed at preventing bullying. This work spans across all educational levels, from primary school through to higher education.

We have also continued to build relationships and engage with community groups, for example through the Building a Stronger Britain Together Programme. Our work with the Cross-Government Working Group to Tackle Antisemitism and the Cross-Government Working Group to Tackle Anti-Muslim Hatred, is another important feature of our engagement with community representatives on Government policy. These relationships help us to engage and reassure communities – in times of heightened concern - which is invaluable.

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<sup>3</sup> <https://www.gov.uk/government/publications/hate-crime-action-plan-2016>

### **Britain is a world leader in tackling antisemitism**

Alongside being the first country to adopt the International Holocaust Remembrance Alliance's working definition of antisemitism, we have worked closely with the Cross Government Working Group to Tackle Antisemitism to stay alive to community concerns. We have funded the important work of the Community Security Trust in providing comprehensive support to victims of antisemitism, and funded work in schools to tackle prejudice and discrimination among young people. Going forward we will fund the Antisemitism Policy Trust to develop counter-narratives to those that fuel antisemitism, encourage other public bodies which have not already adopted the International Holocaust Remembrance Alliance's definition to do so, and continue to prioritise tackling antisemitism in our policy work.

### **Stand Up! Streetwise**

The Ministry of Housing, Communities & Local Government has been funding the Stand Up! project run by Streetwise over three years ending in 2019 to develop and deliver workshops to combat antisemitism and Islamophobia among young people. The programme works in schools to challenge young people to break down any stereotypes they hold about other groups, consider the consequences of persecution and discrimination, and tackle harmful, hateful opinions. This work builds on the existing work of the Department for Education to bolster topical discussion within schools on citizenship and British values.

To date the programme has been delivered in over 50 schools across the country and reached over 8,000 young people with overwhelmingly positive feedback from both students and teachers. Following engagement with Stand Up!, 87% of students say that they understand what hate crime is and that it is illegal, and 99% say that they have the same or better understanding of how to report and challenge hate crime themselves.

We are seeing success in this approach, both in terms of the reach of the projects and also in continuing the overall trend of reductions in victims' experience of hate crime as evidenced in the Crime Survey for England and Wales. However, we know there is more to do. The number of victims remains too high and we see in specialist surveys, such as the recent LGBT survey, worryingly high incidences of hate crime affecting specific communities. That is why over the next two years, we commit to:

### Supporting educational establishments in educating and protecting young people from hate crime

**The Crown Prosecution Service will update its hate crime resource pack for schools** to help teachers engage and equip pupils on issues of hostility and intolerance. **The Crown Prosecution Service will also review and refresh its LGBT Hate Crime Schools Pack** with input from the Government Equalities Office, the Department for Education, Stonewall, LGBTed, the National Education Association, and young LGBT people. The LGBT resource will be the first to be revised, in autumn 2018. The resource packs on racially and religiously aggravated hate crime and disability hate crime will be completed thereafter.

Complementing this, **Government Equalities Office will provide further funding for anti-bullying interventions in schools from March 2019 to March 2020**, and, with the Department for Education, will consider how best to support schools and further and higher education institutions to tackle homophobic, biphobic and transphobic bullying.

**The Department for Education will update guidance for schools on the new compulsory subjects of Relationships Education (in primary schools) and Relationships and Sex Education (in secondary schools) which will include broader themes, including of respect and tolerance.** The new guidance and regulations will be compulsory in all schools from September 2020, with the Department for Education supporting any schools that wish to teach the new subjects from September 2019.

**We will continue to support work to tackle sexual harassment and hate crime on campus and online in higher education**, including working with Universities UK (the representative body for the UK's universities). The Office for Students will provide over £480,000 of funding for 11 new projects to tackle religion-based hate crime and harassment, as part of its student safeguarding scheme.<sup>4</sup>

### Funding specific projects designed to challenge prejudice

**We will continue support for innovative programmes championed by the Anne Frank Trust and StreetWise which support young people to challenge prejudice and hatred.**

In recognition of the power of sport in breaking down barriers and challenging prejudice, we will be **supporting Kick It Out to challenge attitudes and behaviour in grassroots football. We will continue to support Show Racism the Red Card** which partners with major football clubs to support young people to challenge prejudice and work together on initiatives to encourage them to be active citizens.

**Building on our work to challenge antisemitism and Islamophobia connected to the Israel/Palestine conflict we will continue to support the Forum for Discussion of Israel and Palestine (FODIP) and Solutions Not Sides in their programmes that focus on schools, universities and communities.** The aim of these programmes is to build understanding and encourage dialogue.

<sup>4</sup> <https://www.officeforstudents.org.uk/advice-and-guidance/promoting-equal-opportunities/student-safety-and-wellbeing/what-are-the-projects/>

### **Wider activity to challenge prejudice**

**Given the media's role in influencing wider society,** the Ministry of Housing, Communities and Local Government will work with the Society of Editors, the Media Trust and the Independent Press Standards Organisation to update the 'Reporting Diversity' booklet. We will also continue our cooperation with the Independent Press Standards Organisation and the Cross Government Working Group to Tackle Anti-Muslim Hatred to devise training to help journalists have a better understanding of Islam. We aim to deliver these outputs by 2020.

### **We will be launching a wide ranging national hate crime communications campaign**

which will publicly address hate crime and make clear that it is unacceptable to target people on the basis of their identity. In addition, the Department for Transport committed, in the July 2018 Inclusive Transport Strategy, to run a public awareness raising campaign to increase disability awareness amongst all transport passengers.

### **We will support the Challenging Hate Crime Support Group, announced in 2017.**

The Support Group will identify small organisations working to tackle hate crime locally and provide them with guidance and support. The Group will also pair these organisations with larger ones, thereby creating a network of organisations across the country that collaborate and share best practice across all hate crime strands.

### **Engaging with experts and community stakeholders to ensure our preventative approach is working**

**We will continue to support the Cross-Government Working Group to Tackle Antisemitism and the Cross-Government Working Group to Tackle Anti-Muslim Hatred** to address the challenges faced by these communities and to seek their advice on policy and programme responses.

This support will be reinforced **by Ministerial Roundtables on antisemitism and Islamophobia to be chaired by the Secretary of State for Housing, Communities and Local Government and the Home Secretary in late 2018.** The purpose of these high-level roundtable discussions will be to listen and respond to concerns from within communities.

We will also continue to convene regular roundtables with the Sikh community and our Gypsy, Roma and Traveller Liaison Group, and meet regularly with other stakeholders to ensure we are aware of and responsive to the concerns of all communities facing hatred.

Additionally, we will organise a number of further ministerial visits to communities and places of faith across the country, including those particularly vulnerable to hate crime.

## ii. Responding to hate crime in our communities

We are taking action to tackle hate crime where the evidence shows it is most prevalent, and supporting those communities most affected, including through the criminal justice response.

Since 2016, we have provided specific grant funding for local community projects that are responding innovatively to hate crime. We have funded security measures at vulnerable places of worship. We have also worked to tackle hate crime in high-risk environments. For example, recognising the importance of protecting people using public transport, we have been working to ensure that train stations are kept safe. We have supported organisations to help protect people in the night-time economy. We have also focused on tackling online hate by working with the European Commission on a Code of Conduct, and funding a new police National Online Hate Crime Hub. The Hub is a trained policing team whose role it is to streamline the police response and improve the service delivered to victims.

### Protecting places of worship

As part of the Government's Places of Worship scheme, in 2018 the Home Office provided £8,000 of funding for CCTV, an intruder alarm and lighting at a Gurdwara in the North East of England that had a number of holy books and scriptures defaced with offensive religious comments.

This work has been complemented by a criminal justice system that has responded to the needs of the communities it serves. For example, since 2016 we have enhanced guidance for prosecutors, including for cases involving communications sent via social media, and have worked alongside expert stakeholders to develop good practice resources for working with victims.

### Successfully prosecuting online hate crime

The Crown Prosecution Service Wales prosecuted Richard Evans and Charlotte Bodes for posting grossly offensive messages on Facebook. The two posts were made after and related to the Finsbury Park terrorist attack in June 2017.

Richard Evans was arrested and charged with an offence under section 127 of the Communications Act 2003 – sending by a public communication network an offensive/ indecent/ obscene or menacing message. He pleaded guilty and was sentenced to 12 weeks custody suspended for 12 months, increased from 8 weeks under section 145 of the Criminal Justice Act 2003 due to the offence being religiously aggravated. He was also ordered to complete 100 hours unpaid work.

In order to determine the post was grossly offensive, the context and the timing of the posts were considered, namely that there was considerable fear amongst communities of further attacks; people were critically injured and in hospital; and the offender's close family lived near the owners of Pontyclun Van Hire, from which Darren Osborne hired the van he used to carry out the attack.

Charlotte Bodes posted a new comment under the original post and was charged with the same offence. She also pleaded guilty. She was also sentenced to 12 weeks custody suspended for 12 months, increased from eight weeks under section 145 of the Criminal Justice Act 2003 due to the offence being religiously aggravated.



However, the evidence from our stakeholders and recent research still makes clear that there is more to be done to work in the places and with the communities most affected by hate crime. That is why over the next two years we will focus on:

### **Training for the police and the wider criminal justice system to improve recognition of and responses to hate crime**

The first contact that a victim has with the police is critical in identifying and understanding hate crimes and building the victim's trust.

**The National Police Chiefs' Council, with support from agencies including the Home Office and College of Policing is delivering hate crime training for police call handlers** through a new package developed with *Facing All The Facts* partnership.

**The College of Policing is also making new learning products available to all police forces, following 12 months in development:** firstly, the National Vulnerability Learning Programme, launched in September 2018, includes risk assessment/management and a hate crime scenario as part of the delivery model. This learning has been evaluated and shown to improve individual officer response to vulnerable people and vulnerability. Secondly, a new learning syllabus for Professionalising Investigations Programme<sup>5</sup> 1 and Professionalising Investigations Programme 2 investigator learning has been developed with a focus on Core Investigative Skills. This product is being launched in October 2018. It includes the response to hate crime, taking account of the monitored strands, perception based reporting, and enhanced sentencing.

To bolster the work of the College and the National Police Chiefs' Council, **we will also identify opportunities to support additional police training that will be tailored to the needs of victims of specific types of hate crimes** (for example, homophobic, biphobic and transphobic or the different forms of religious hate crime), and reflect on good practice from local packages that some forces have already developed to reflect their local demographics, threats and risks.

**We will also support Crimestoppers, the charity helping people speak up, anonymously, to stop crime, in implementing plans to develop new hate crime training for their call agents.**

### **Community Demonstration Project: LGBT hate crime**

Barnardo's have worked in partnership with East Riding Council to challenge LGBT hate crime in East Riding, a rural community with limited support groups and services for young LGBT people, by raising awareness, increasing reporting, and providing a safer environment in schools.

The project involved community engagement events, assemblies and training workshops with 102 multiagency professionals, 1,420 students and staff in five schools, training of 63 community, staff and student ambassadors, and creating 20 police champions and five beacon schools. Barnardo's are confident that this model could be replicated across the country, and we are working with them to publicise it.

<sup>5</sup> PIP (Professionalising Investigations Programme) provides a structured and consistent development and maintenance programme for investigative skills. It delivers the capability to conduct professional investigations at all levels in the police service and in other sectors of law enforcement.



**We will support the courts to record where hate crime legislation has been used to increase sentences.** In September 2018, Her Majesty's Courts and Tribunal Service provided updated guidance for users within the Magistrates and Crown Courts on the requirement of capturing the sentence uplift along with instruction of how to do this on court recording systems such as Libra, DMU and Xhibit.

### Tackling online hate crime

**The Home Office and the Department for Digital, Culture, Media & Sport will publish a White Paper that will set out proposals for future legislation covering the full range of online harms, including both illegal content and harmful (but not illegal) content.** The White Paper will contain a range of legislative and non-legislative measures, including work to make industry take greater responsibility for harms, utilising technology to improve user safety, and support users to increase their digital resilience. Potential areas where the Government will legislate include the social media code of practice, transparency reporting and online advertising.

**Also, we have asked the Law Commission to undertake an independent review of the law around online abusive communications, so that we can make sure the criminal law is fit for purpose when tackling abusive behaviour on social media platforms – they will report their initial findings and recommendations later in the autumn of 2018.**

**We will also continue to help the charity representing people with disfigurement, Changing Faces, in its work with social media companies.**

Internationally, **we will continue to work with the European Commission to expand the number of signatories to the Code of Conduct on countering illegal hate speech**, particularly smaller IT companies.

**We will also take forward the Committee on Standards in Public Life's recommendation to develop a strategy for engaging with international partners to promote international consensus on what constitutes hate crime and intimidation online** (we have begun discussions with international partners about this). The Prime Minister commissioned the Committee to conduct an investigation into intimidation following the 2017 general election, and subsequently accepted a number of the Committee's recommendations for tackling intimidatory behaviour, bullying and abuse<sup>6</sup>.

**The Ministry of Housing, Communities and Local Government will hold a roundtable discussion with international and national organisations to establish what works in countering hate speech online.**

**We are committed to addressing illegal content on edge servers<sup>7</sup>.** The Ministry of Housing, Communities and Local Government will work with the Cross-Government Working Group to Tackle Antisemitism to develop a case study to showcase the illegal content on edge servers, which will be presented to the Crown Prosecution Service and the police for consideration.

### Providing support to vulnerable communities

**We will fund another round of the Home Office Places of Worship Scheme in 2019/20, following the success of the initial three years of funding that we committed to in the 2016 Action Plan.**

<sup>6</sup> <https://www.gov.uk/government/publications/government-response-to-the-committee-on-standards-in-public-life-review-of-intimidation-in-public-life>

<sup>7</sup> An edge server provides an entry point into a network and is often placed inside internet exchange points to allow different networks to connect and share transit.

To tackle hate crimes committed against staff or patients in the health system we want to ensure that healthcare professionals receive appropriate support, building upon existing examples. **NHS England will create a list of trusted resources which will signpost staff and patients to available guidance and support. NHS England will also refresh their safeguarding policy for staff as well as updating the NHS Safeguarding App.**

The Safeguarding App is used 150 times a day as a collection of up-to-date advice for clinicians and carers on the range of safeguarding scenarios they might come across when caring for patients, the public, families or communities.

The Department of Health and Social Care is leading a long-term study of the impact of integrated support for people with learning disabilities, including on the occurrence of disability hate crime. The intention is to roll out good practice in a number of local authority areas and measuring improvements over a five-year period.

**To ensure that taxi and private hire vehicle drivers identify and report hate crime in the night-time economy,** advice will be included in the Department for Transport's best practice guidance on Taxi and Private Hire Vehicle licensing. This guidance is scheduled to be updated in 2019 and will be considered for adoption by all 293 licensing authorities in England.

**Finally, new guidance for Door Supervisors published by the Security Industry Authority sets out how they can ensure transgender people can have a safe and enjoyable time going to pubs, clubs, festivals and events.**

This includes increasing Door Supervisors' knowledge and awareness of transgender hate crimes.<sup>8</sup>

### iii. Increasing the reporting of hate crime

Although we have seen increases in the number of hate crimes being reported to the police over the last two years, we know that hate crime is still under-reported, as illustrated by the higher hate crime prevalence figures shown by the Crime Survey for England and Wales. Reporting of hate crime is vital to victim care, the criminal justice system and our understanding of the nature of this crime.

We recognise that there are various barriers to the reporting of hate crime, and we have worked with specific communities, for example the Gypsy, Roma and Traveller community, to help increase awareness, build confidence to report and improve accessibility. Work since 2016 includes improvements to the True Vision reporting platform; publicising successful prosecutions; and guidance and projects that raise awareness of what hate crime is and what actions victims should take.

Over the next two years we will:

#### Support improvements to reporting and recording processes

**The National Police Chiefs' Council will refresh the True Vision reporting website this year,** with support from the Home Office, to maximise new technologies to further improve user experience of the site.

**We will support police forces in their recording of hate crimes.** We are discussing with the National Police Chiefs' Council ways to improve the recording of online crime. Additionally, the Crown Prosecution Service will focus on working effectively with the police to understand the reasons for the reduction in flagged hate crime cases submitted by the police to the Crown Prosecution Service, as well as working with the police to enhance the investigation and reporting of hate crime.

<sup>8</sup> Published September 2018 - [www.sia.homeoffice.gov.uk/trans-guide](http://www.sia.homeoffice.gov.uk/trans-guide)

**The Crown Prosecution Service will ensure transparency and accountability of hate crime prosecutions by the publication of the Crown Prosecution Service Hate Crime Annual Report.**

**The Crown Prosecution Service will also work with partners to improve the recording and monitoring of equalities data for LGBT victims of hate crime** (along with victims of domestic abuse and rape).

#### **Address the underreporting of disability hate crime**

We will work with community groups to raise awareness of disability hate crime, and are considering the best options for third party reporting centres for disabled people. **We will work with the Association of Police and Crime Commissioners, and others, to understand where these services already exist, and how best we can promote their availability.** Work is underway to develop resources for carers and families of disabled people to help them report hate crimes.

#### **iv. Improving support for the victims of hate crime**

We know that hate crime causes particular distress for and wider impacts on its victims. It can also cause significant harm to their families and those around them. It is therefore crucial that appropriate support is accessible to victims of hate crime, including those victims who do not report to the police.

Since 2016, the Crown Prosecution Service has produced and published guidance for victims of hate crime, and for criminal justice professionals. The Crown Prosecution Service has also published guidance on the use of Community Impact Statements, and improved the use of Victim Personal Statements – both of which will help enrich our understanding of the wider impact of hate crimes.

Evidence from engagement with stakeholders, and findings from Her Majesty's Inspectorate for Constabulary, Fire & Rescue Services inspection, has highlighted however that there is more to do to support victims.

Over the next two years we will also focus on:

#### **Further supporting victims through the criminal justice system**

**A new Victims' Strategy<sup>9</sup> was recently published by the Ministry of Justice. Through it the Government has committed to reviewing the Victims' Code, including through public consultation in autumn 2018, to make sure that it is sufficiently clear and accessible to victims. The Strategy is also strengthening the requirements for criminal justice agencies to comply with the Code, including by making sure that all victims of crime receive their entitlements, which are: maintaining contact with victims; keeping them updated on progress with their case; and where appropriate inviting victims to make a Victim Personal Statement<sup>10</sup>. The strategy also sets out that we will consider whether the 'enhanced entitlements' in the Code, which hate crime victims should have access to, should be revised.**

<sup>9</sup> <https://www.gov.uk/government/publications/victims-strategy>

<sup>10</sup> Victim Personal Statements give victims an opportunity to describe the wider effects of the crime upon them, express their concerns, and indicate whether or not they require any support.

We will be taking steps to provide more timely and clear information to victims of all crimes (including offering more choice in how criminal justice professionals communicate with them), and improve the quality of explanations around decisions not to prosecute.

It is important that local agencies, particularly the police, are well placed to direct victims of hate crime to appropriate support. **We will take steps to help local commissioners and their partners to review and assess the coverage and awareness of services that support hate crime victims.**

**The Crown Prosecution Service will keep policies, guidance, training and best practice across monitored strands of hate crime under review,** emphasising the need to ensure an offender-centric approach and to demonstrate an appropriate understanding of the needs of victims. The Crown Prosecution Service will address, with others in the criminal justice system, ways to improve the level of support provided to victims of hate crime throughout the criminal justice process.

**The Crown Prosecution Service will also maintain regular oversight of hate crime prosecutions through performance reviews of Crown Prosecution Service casework, including through bi-annual reports to the Director of Public Prosecutions.**

We have heard concerns from victims and stakeholder groups that the different protected characteristics are not offered equal protection under existing provisions. We have taken note of the 2014 Law Commission report into this issue and, in response, **we have asked the Law Commission to undertake a review of the coverage and approach of current hate crime provisions, to ensure the criminal law is working effectively across the protected characteristics.**

Her Majesty's Prisons & Probation Service is committed to preventing further victimisation as a result of repeat hate crime offending through the robust management and rehabilitation of offenders. Accordingly, **Her Majesty's Prison & Probation Service will review its current approach to working with hate crime offenders, identify any gaps in the existing approach and develop plans to address them.**

#### **Support specific communities we know are particularly vulnerable**

Racially motivated hatred continues to constitute the majority of reported hate crime, with 78% of reports relating to race. To respond to this, **the Ministry of Housing, Communities and Local Government will support the British Forum of Race Equality Councils to identify and reinforce resources that are available to specifically respond to race hate crime and support victims.** We are also aware that Gypsy, Roma and Traveller communities face a number of challenges, including reporting hate crimes to the police, and we will be funding projects supporting these communities to respond effectively to hate crime.

**We will consider what action can be taken to enhance the protection and support of asylum seekers in the UK from hate crime.** This could include using the Asylum Safeguarding Hub to report hate crimes. We are liaising with UK Visas and Immigration to ensure that suitable training is in place for Asylum Accommodation Providers to ensure hate crime against asylum seekers is being addressed, including as part of the renewal of their contracts.

## v. Building our understanding of hate crime

Hate crime is a complex issue with different motivations and a wide range of victims. In order to tackle it, we need to understand the scale and nature of the problem, as well as the evidence about what works in tackling it.

Since 2016 we have supported academic research, for example on options for law reform, disability hate crime and the nature and extent of online abuse. In addition, we have built our evidence base through statistical data from the police and the Crown Prosecution Service (including requiring the police to disaggregate their data by faith), and from commissioned surveys, for example the LGBT survey and the anti-Christian hate crime survey. We have published a thematic summary of the current evidence picture as we see it on GOV.UK<sup>11</sup>, alongside this document.

The UK has been recognised as one of the global leaders in responding to hate crime. Consequently, we work to share our experience and findings with other countries. This includes training for criminal justice professionals, providing expert support to governments to implement local hate crime strategies, and support to states in recovery periods.

### Anti-Polish hate crime

Following the EU referendum, there were a number of high-profile hate crimes that targeted UK residents of Polish heritage. This was extensively reported in Polish media and it created high levels of fear. In order to allay these fears and encourage victims to come forward, we implemented a programme of work, led by the UK Ambassador to Poland including:

Working with Polish police officers to support investigations and reassure communities.

Helping a newly established community group set up a third-party reporting centre for Polish victims.

Hosting a series of community events to meet and reassure citizens in the UK.

Holding a nationally televised press conference and other community events in Warsaw, where senior UK police officers and prosecutors sought to reassure people worried about relatives and friends in the UK.

This work drew significant praise from Polish community leaders and positive reactions from media outlets, both in the UK and Poland.

<sup>11</sup> <https://www.gov.uk/government/publications/hate-crime-action-plan-2016>



Engagement with expert stakeholders, including our Independent Advisory Group, provides valuable insights, which is why we will continue to engage widely with a range of stakeholders, across all five hate crime strands – to maintain and improve our understanding of their concerns, and to equip us to adjust our response accordingly.

Over the next two years we will:

### Engage with specific communities

We will continue to use expert reference groups. In addition, **we will increase and broaden our engagement with stakeholders representing disabled people.** For example, we will engage with the Foundation for People with Learning Disabilities (part of the Mental Health Foundation), taking into consideration the recommendations made in their What Works programme and report, “A Life without Fear” which was launched in September 2018. Critically, we will look to bring key organisations together, making sure that we consider people who are physically disabled and/or have learning disabilities and/or mental ill health.

**Our engagement with LGBT stakeholders will be informed by the findings from our LGBT survey and the ideas generated at Galop’s anti-LGBT hate crime roundtable in July 2018.**

### Utilise expert groups

We will continue to draw on the expertise of the Independent Advisory Group on Hate Crime.

**We will also draw from ongoing doctoral research into police responses to learning disability hate crime underway at the Institute of Criminal Justice Studies, University of Portsmouth.** This research involves qualitative and quantitative methodologies, exploring the perceptions and experiences of police officers and people with learning disabilities. We will also learn from the four Community Demonstration Projects focused on disability hate crime that we have funded so far.

**The Crown Prosecution Service will engage with stakeholders to inform its work on hate crime** including through quarterly meetings of a newly established Hate Crime External Consultation Group. **The Crown Prosecution Service will also work with criminal justice partners to ensure consistent, accurate and timely data collection relating to victims and witnesses, defendants and outcomes in hate crime prosecutions.**

### Share experience and expertise

**We will continue to promote good examples of local training for professionals,** such as British Transport Police sessions with experts such as the Community Security Trust and Tell MAMA; Surrey Police sessions with the Learning Disability charity, Dimensions; and Kent Police’s work with Changing Faces to develop guidance on dealing with hate crime reports against people with disfigurements.

# Annex:

## About the Hate Crime Action Plan

### Geographical scope

This Action Plan applies to England and Wales. Reflecting the devolved policy responsibilities in Wales, the Welsh Government has published a Hate Crime Action Plan for Wales, which includes activities that are specifically applicable to tackling hate crime in Wales.

### Accessibility

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

### Public Sector Equality Duty

The Home Office and the Ministry of Housing, Communities and Local Government, as public authorities, are bound by the Public Sector Equality Duty and therefore have due regard to the need to eliminate discrimination, harassment and victimisation, and foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

### Definitions: hate crime and hate incidents

A hate crime is defined as any criminal offence which is perceived, by the victim or any other person, to be motivated by hostility or prejudice based on a person's race, religion, sexual orientation, transgender identity or disability, or the perception of the person of having any of these characteristics. A non-crime (i.e. anything that is not a criminal offence) is defined as a hate incident. This victim-centred definition of hate crime and hate incidents is very much part of Stephen Lawrence's legacy.

Despite hate incidents not being prosecutable, we value the role of third party services and the police in providing support for victims of hate incidents and ensuring that they are responded to with the seriousness required. Police forces in England and Wales are required to record any reports of hate crimes and hate incidents that they receive, and this Hate Crime Action Plan proposes actions to tackle both of these.

### Further information

Further information can be obtained from:  
Hate Crime Policy, Home Office  
5<sup>th</sup> floor Fry Building, 2 Marsham Street  
London, SW1P 4DF  
[hatecrimepolicy@homeoffice.gov.uk](mailto:hatecrimepolicy@homeoffice.gov.uk)

