

DDPO Disability Hate Crime Data Project – Initial Phase Final Report



Contents

Executive Summary.....	4
Main Findings.....	4
Recommendations.....	6
With thanks to.....	10
Considering disability hate crime.....	11
What Inclusion London did.....	14
Overview of Data.....	17
Referrals.....	17
Number of Cases and Ongoing Work.....	17
Types of Hate Crimes.....	20
Demographics of Clients Supported.....	23
Disability, Condition, or Impairment.....	23
Age.....	25
Race.....	26
Sex and Gender Identity.....	27
Sexual Orientation.....	28
Discussion of demographic data.....	29
Police Involvement and Support Provided.....	32
Police Involvement.....	32
Reporting and Police Involvement Case Studies.....	34
Support Provided.....	39
Support Provided — Case Studies.....	41
Time.....	45

Measuring up against the Metropolitan Police Numbers	47
The Hate Crimes	50
Where hate crime took place	50
The perpetrators of the hate crime.....	53
Type of hate crime.....	54
Discussion on overall project.....	56
Future Work	59
About Inclusion London.....	61
About the London DDPO Hate Crime Partnership.....	61
About the HC Data and Insight Project.....	62
Contacts.....	63

Executive Summary

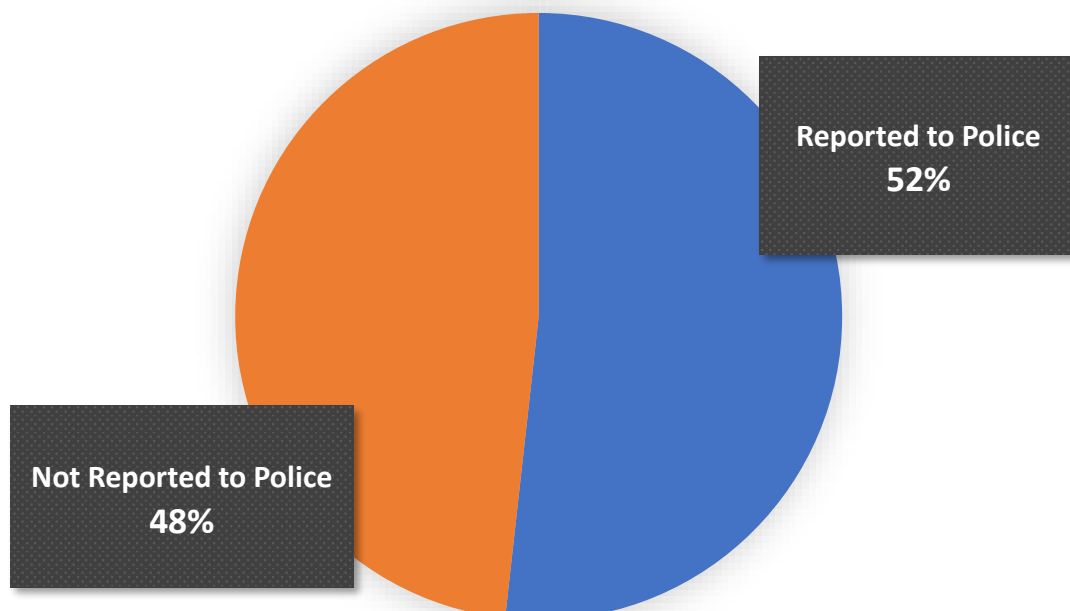
This report summarises the two years of data gathered from the Deaf and Disabled People’s Organisations (DDPOs) involved in the disability hate crime data project.

Six DDPOs provided data about the disability hate crime cases they worked on between July 2021 and March 2023, with anonymised details about the victims, the hate crimes, and their case work. This included qualitative and quantitative data.

Main Findings

Many findings from the first report¹ continued throughout the rest of the project.

Rates of Reporting to Police

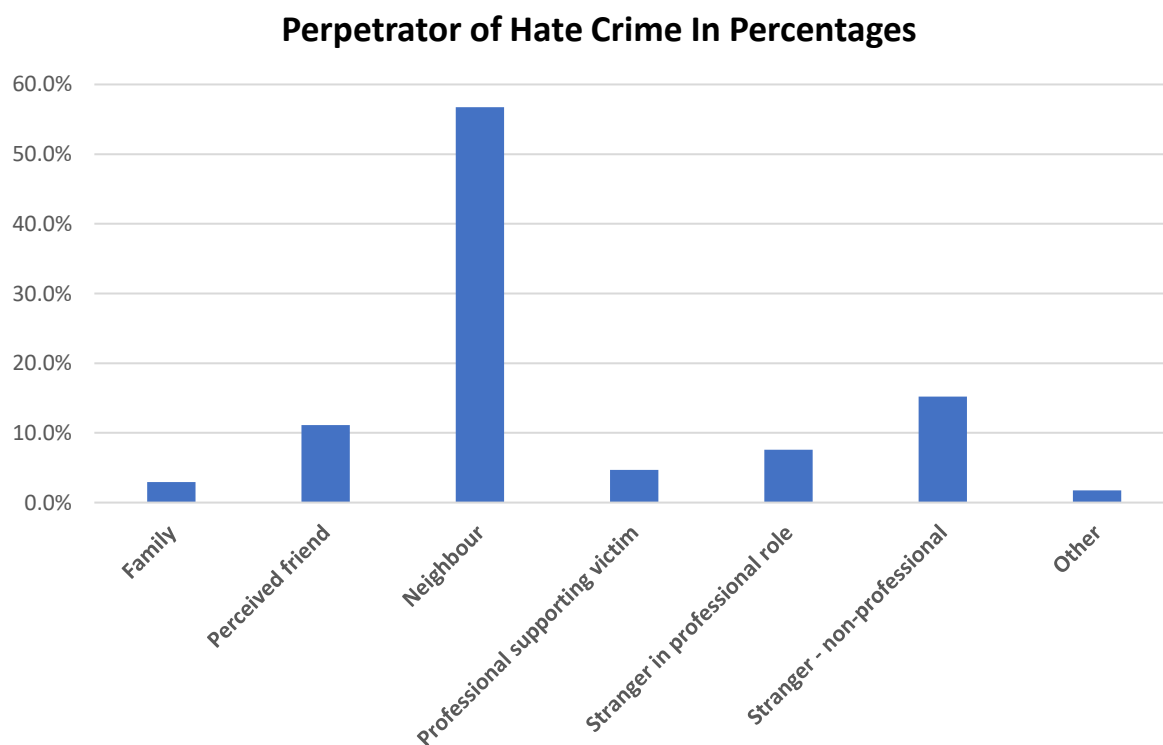


¹ <https://www.inclusionlondon.org.uk/wp-content/uploads/2022/03/The-DDPO-DHC-Data-Project-First-Sixth-Months.pdf>

The inclusion of data from other members of the CATCH partnership (alliance of community organisations supporting hate crime victims) saw an increase in the number of victims who were supported to report their hate crimes to the police. However, this increase still left just under half of Disabled victims of hate crime choosing not to involve the police.

From the disability hate crime cases supported by the DDPOs in the project:

- Half of victims did not want police involvement.
- The two most common reasons for this were 'Not enough evidence' and 'Just wanting to talk to someone in confidence'.
- The location where most disability hate crimes took place was at the victim's home.
- Verbal abuse was the most common form followed by ongoing and persistent harassment.
- Neighbours were the most commonly reported perpetrators of disability hate crime.



Lack of accessibility and barriers to reporting became even bigger issues throughout 2022 and into 2023 than they had been in 2021.

Hate crime cases continued to be very time intensive, requiring support over many quarters, with some DDPOs having to implement waiting lists due to the demand on their services.

DDPO staff worked with victims from many demographic groups and supported them in getting satisfactory outcomes; these outcomes did not always involve the criminal justice system.

Funding continued to be a significant barrier to providing quality hate crime services, no better evidenced than by the fact that two DDPOs had to drop out of the project in 2022 due to loss of funding.

Recommendations

Community-Based Support

Given the breadth of work carried out and positive outcomes reported by victims, Inclusion London continue to advocate for the importance of community-based hate crime support and specialised hate crime advocates.²

When funding is allocated to DDPOs for this type of work, it is crucial that these funds are specifically ring-fenced to not only focus on direct hate crime work but also to engage the community meaningfully. We strongly recommend this approach to foster a comprehensive network of support. Furthermore, it is vital that this funding is committed on a long-term basis. This is due to the time-intensive nature of casework, which requires a sustained commitment for victims to receive consistent and uninterrupted support.

² <https://www.inclusionlondon.org.uk/news/disabled-victims-need-independent-hate-crime-advocates/>

Fully accessible support and services

All agencies, support services, and statutory agencies within the Criminal Justice System must establish fully accessible support and services. This is vital for removing the significant barriers to justice that Disabled people frequently encounter.

Crucially, these services and agencies must collaborate actively with Disabled people and DDPOs to ensure full accessibility, accommodating a wide range of support needs. The mere reliance on the Equality Act is insufficient; outcomes based solely on this legislation often fall short. Therefore, direct engagement with DDPOs is essential to truly understand and provide for the unique needs of the Disabled community.

Successful outcomes for victims

While continuing to campaign for better judicial outcomes and more crime reports made to the police, we also want more focus on how to provide successful outcomes for victims when they do not want to report to the police. This is particularly relevant for Disabled victims of hate crime that do not have enough evidence to meet prosecuting thresholds or if there is a lack of trust and confidence in authorities.

Third-party reporting centres measurement of success

Due to the low reporting of disability hate crime, we would always encourage someone to make a report. When a victim does not want to report to authorities but wants to access help and support, third party reporting centres should record these interventions to allow for more understanding about positive outcomes that do not involve the police or CJS.

For statutory agencies

We provided detailed recommendations in our Poor Police Response Report, published in November 2021, for the Crown Prosecution Service, Metropolitan Police Service and the London Mayor's Office for Police and Crime.

You can download a copy here:

<https://www.inclusionlondon.org.uk/news/poor-police-response-report-disabled-victims-of-hate-crime/>

For Police

- Reinstatement of Metropolitan Police Disability Hate Crime Matters Initiative.
- Make more use of the Metropolitan Police Disability Independent Advisory Group.
- All Borough Command Units (BCUs) to set up or make use of CPS Multi-agency Scrutiny Panels for hate crime case reviews via Hate Crime Coordinators (HCOPS).
- Support / set up a Community Multi-Agency Risk Assessment Conference (Community MARAC) in each BCU to deal with high risk and repeat Anti Social Behaviour (ASB) and hate crimes cases and other cases involving adults at risk.
- To make better use of local DDPOs via Communities Community Alliance To Combat Hate (CATCH) Partnership when responding to Disabled victims.
- To counter Disablism:
 - Specialist Equality Training led by people with lived experience and proactive recruitment of Disabled Police Officers.
 - For recruitment processes to include personality assessments to ensure recruits have the right attitude and values to serve the public and marginalised groups.

- Identify links between Anti-Social Behaviour / Neighbourhood disputes and hate incidents earlier.
- HCOPS to make use of Metropolitan Police Service new technology & software to identify hotspots, repeat incidents and link to safeguarding adult referrals and anti-social behaviour reports.

For the Crown Prosecution Service

- Prosecution of police officers dismissed for gross misconduct when involving Disabled people.
- Make a public statement and put procedures in place to actively seek prosecution of police officers who have been involved in inappropriate behaviour, exploitation and abuse against Disabled people.
- The CPS and MPS need to do more work together to understand the negative impact on the community if police officers who have assaulted, exploited or abused a Disabled person do not face criminal proceedings and to look at how those decisions are made and communicated to the Disabled community.

For the Mayor's Office for Police & Crime (MOPAC)

- MOPAC commissioners to ring-fence part of small grants scheme and fund more localised organisations led by Disabled people to support Disabled victims and raise awareness of hate crime within Disabled community in collaboration with the CATCH Partnership.
- Work with MPS Deputy Commissioner's Delivery Group.

With thanks to

This data collation project has been possible thanks to the hard work of hate crime advocates in the Deaf and Disabled People's Organisations (DDPOs) who provided data and narratives about their work.

So, we want to extend our gratitude to the staff at the following DDPOs:

Real Tower Hamlets, Breaking out of the Bubble, Merton Centre for Independent Living, Choice in Hackney, Camden Disability Action, and Deaf Plus, for submitting data during the project, and to **Stay Safe East** for allowing the use of their core data in this report.



We also want to thank all the DDPOs involved in the hate crime partnership for their ongoing work and support.

Considering disability hate crime

Official statistics often portray disability hate crime as having a low incidence rate, a characteristic it shares with transphobic hate crimes. However, like the suspected substantial under-reporting of transphobic hate crimes³, it is probable that a high level of unreported hate crimes against Disabled people contributes considerably to these low numbers⁴.

All hate crimes are likely greatly under-reported⁵ and there are many reasons why this might be. Considering disability hate crime specifically, disablism and ableism are deep-rooted throughout society and culture, including being embedded within the systems which are meant to help people⁶ such as the criminal justice system (CJS). When the systems that are supposed to support victims are inaccessible to Disabled victims, it is no surprise that under-reporting could be a significant problem.

These are not new suggestions and some of the findings we will discuss from this project later in the report are not new either. The 'Getting Away with Murder' report⁷ in 2008, and the follow-up,

³ <https://www.stonewall.org.uk/lgbt-britain-hate-crime-and-discrimination>

⁴ <https://www.inclusionlondon.org.uk/wp-content/uploads/2020/09/FINAL-Still-Getting-Away-with-Murder-Sept-2020-FINAL.pdf>; S. J. Macdonald, C. Donovan, and J. Clayton, "The disability bias: understanding the context of hate in comparison with other minority populations," *Disability & Society*, vol. 32, no. 4, pp. 483-499, 2017.

⁵ N. Hall, A. Corb, P. Giannasi, and J. G. Grieve. (2015). *The Routledge International Handbook on Hate Crime*. Routledge International.

⁶ <https://www.crimeandjustice.org.uk/publications/cjm/article/%E2%80%98standing%E2%80%99-disability-hate-crime-and-police-england>; <https://metro.co.uk/2022/04/16/like-me-many-disabled-people-have-never-reported-hate-crimes-to-the-police-16363550/>; <https://www.independent.co.uk/news/uk/home-news/police-racist-misogynist-investigation-iopc-b2218140.html>

⁷ <https://www.hatecrimescotland.org/wp/wp-content/uploads/2014/08/Getting-Away-with-Murder-Disabled-Peoples-Experiences-of-Hate-Crime-in-UK-SCOPE-2008.pdf>

commissioned by Inclusion London in 2020⁸ came to some of the same conclusions. It is this work that we have built on with this project.

Some of the reason Disabled people may not report their hate crimes to the police include:

- Victims of hate crime do not think they will be treated with respect or believed when they report hate crimes⁹.
- Fear of retaliation from perpetrator¹⁰.
- So-called 'low level' hate incidents and crimes being so commonplace, they are seen as a "part of life"¹¹.
- A loss of confidence in the CJS¹².
- Not knowing what options are available for reporting if the victim does not want the police involved¹³.
- Being unable to provide the required level of evidence for action to be taken¹⁴.

Rates for under-reporting of disability hate crime vary, with findings ranging from 25% through to over 90% of disability hate crimes going unreported¹⁵. The most recent National Victim Crime Survey (NVCS) suggested that the 8,469 disability hate crimes recorded by police

⁸ <https://www.inclusionlondon.org.uk/wp-content/uploads/2020/09/FINAL-Still-Getting-Away-with-Murder-Sept-2020-FINAL.pdf>

⁹ <https://www.theguardian.com/society/2016/jun/29/police-failing-victims-disability-hate-crime-daniel-smith>

¹⁰ <https://tacklinghate.org/trainingmodule/hate-crime-reporting-barriers-why-victims-of-hate-related-incidents-are-reluctant-to-report2/>

¹¹ <https://tacklinghate.org/trainingmodule/hate-crime-reporting-barriers-why-victims-of-hate-related-incidents-are-reluctant-to-report2/>

¹² <https://www.theguardian.com/law/2022/aug/12/england-and-wales-crime-victims-not-pursuing-cases-criminal-justice-system-confidence-collapse>

¹³ K. Wong, K. Christmann, and N. Monk. (2019). 'Reality versus rhetoric: Assessing the efficacy of third-party hate crime reporting centres', *International Review of Victimology*, 26(1).

¹⁴ <https://www.inclusionlondon.org.uk/wp-content/uploads/2022/03/The-DDPO-DHC-Data-Project-First-Sixth-Months.pdf>

¹⁵ <https://www.inclusionlondon.org.uk/news/poor-police-response-report-disabled-victims-of-hate-crime/>

between April 2019 and March 2020 were likely to be between 12.8% and 25.6% of the total disability hate crimes during that time frame. This would make the true number of disability hate crimes for that year somewhere between 33,082 and 66,164 cases.

More recent estimates were due for release this year but have been delayed because of the impact of the pandemic¹⁶.

From our own perspective, many of the DDPOs Inclusion London worked with reported Disabled people coming to them for support regarding hate crimes that they did not want to report to the police. This was true of both DDPOs with and without specific hate crime advocates. Some victims knew what they had experienced was a hate crime, while others would never have considered it one without someone asking questions or referring to it in those words.

This is a key issue in the under-reporting of disability hate crime; the disablism present in society has become so rooted in all aspects of life, that some Disabled people experience forms of harm which amount to being a hate crime on a regular basis¹⁷. When disablist harassment or criminal actions become something that people are resigned to happening on a weekly or even daily basis, this is a damning indictment of how society treats Disabled people.

¹⁶ <https://www.gov.uk/government/statistics/hate-crime-england-and-wales-2021-to-2022/hate-crime-england-and-wales-2021-to-2022>

¹⁷ L. Burch (2021). Understanding Disability and Everyday Hate. Palgrave Macmillan.

What Inclusion London did

Based on these findings and suggestions, Inclusion London asked DDPOs in our hate crime partnership if any could submit data regarding the hate crimes experienced by Disabled people who used their services. In return, the DDPOs were given financial compensation for the time taken to meet with the data insight officer and for inputting the data quarterly.

Using an online submission system, each quarter DDPOs who continued to be a part of the project (which changed drastically for reasons discussed later) submitted data about the hate crimes they supported people with. Data was submitted in such a way that the victims could not be individually identified.

We took this approach as it meant that we could include a larger number of Disabled victims in the data than we would have been able to by approaching individual victims. It also allowed for data to be collected in a way that did not ask the victim to potentially be retraumatised, by having to repeat details of their experiences to a researcher they did not know.

Note: As a further step to maintain the privacy of victims when using quotes that reference victims' support or barriers, we have changed all pronouns to the singular they/them, removed any names of organisations, and do not state which DDPO provided the qualitative data.

Where quotes are about hate crime work in general, without referring to specific victims, the DDPO is credited.

As only a few DDPOs had the capacity to engage with the project, we could not make a direct comparison to all aspects of the Metropolitan Police numbers, as to do so would cause potentially misleading conclusions. However, we could, with caveats, make some commentary on the figures, including those for four individual boroughs.

Earlier, we referenced that the claim of disability hate crimes being under-reported was not new. Building on the findings of the reports previously mentioned¹⁸, Inclusion London sought information from both DDPO staff and victims about where and how the CJS was failing Disabled people, and the impact this had on Disabled victims. We collected both qualitative and quantitative data as a means of doing so: quantitative to give an initial overview of the state of reporting and qualitative to find out why.

Another area of interest the data allowed us to explore was the role the DDPOs as community-based services played in supporting victims outside of the CJS, which is a topic that does not have much research or data available, even within the limited amount of research into DDPOs as a whole.

Third-party reporting centres were set up because many victims do not want to go directly to the police, however they have often struggled to be as effective as hoped¹⁹. There is certainly an argument to be made that these centres are too often set up to fail due to lack

¹⁸ <https://www.hatecrimescotland.org/wp/wp-content/uploads/2014/08/Getting-Away-with-Murder-Disabled-Peoples-Experiences-of-Hate-Crime-in-UK-SCOPE-2008.pdf>; <https://www.inclusionlondon.org.uk/wp-content/uploads/2020/09/FINAL-Still-Getting-Away-with-Murder-Sept-2020-FINAL.pdf>

¹⁹ College of Policing, National Policing Hate Group (2014) *Hate Crime Operational Guidance (C118/0514)*. Coventry: College of Policing Limited. Available at: <https://www.college.police.uk/What-we-do/Support/Equality/Documents/Hate-Crime-Operational-Guidance.pdf>

of resources, and with many victims of hate crime not even aware that such centres exist²⁰.

However, for our work, it was important to consider that often third-party reporting centres are only considered a success if they achieve the outcome of increasing police reports²¹. This is, in the context of the referenced research, arguably a fair measure given that this was the reason the services were set up. That was not the measure by which Inclusion London, the DDPOs supporting victims, or many victims measured successful involvement.

Disabled victims of hate crime accessing the services of our partnership DDPOs, often sought community-based services instead of police involvement, with nearly half of victims supported not wanting the police or criminal justice system involved at all. If the aim is support for Disabled victims of hate crime and not just increased reporting numbers, community-based services undoubtedly play a significant role in supporting victims, as this report will show.

Furthermore, with the growing dissatisfaction and distrust of the police following repeated demonstrations of police misconduct and systemic failings within the force, to only judge success by a measure of how many victims chose to engage with the police is an inadequate one.

How, then, the success of third-party reporting centres should be measured is something that needs to be discussed in greater detail with the organisations who provide the services and the victims they work for.

²⁰ K. Wong, K. Christmann, and N. Monk. (2019). 'Reality versus rhetoric: Assessing the efficacy of third-party hate crime reporting centres', *International Review of Victimology*, 26(1).

²¹ College of Policing, National Policing Hate Group (2014) *Hate Crime Operational Guidance (C118/0514)*. Coventry: College of Policing Limited. Available at: <https://www.college.police.uk/What-we-do/Support/Equality/Documents/Hate-Crime-Operational-Guidance.pdf>

Overview of Data

Referrals

Number of Cases and Ongoing Work

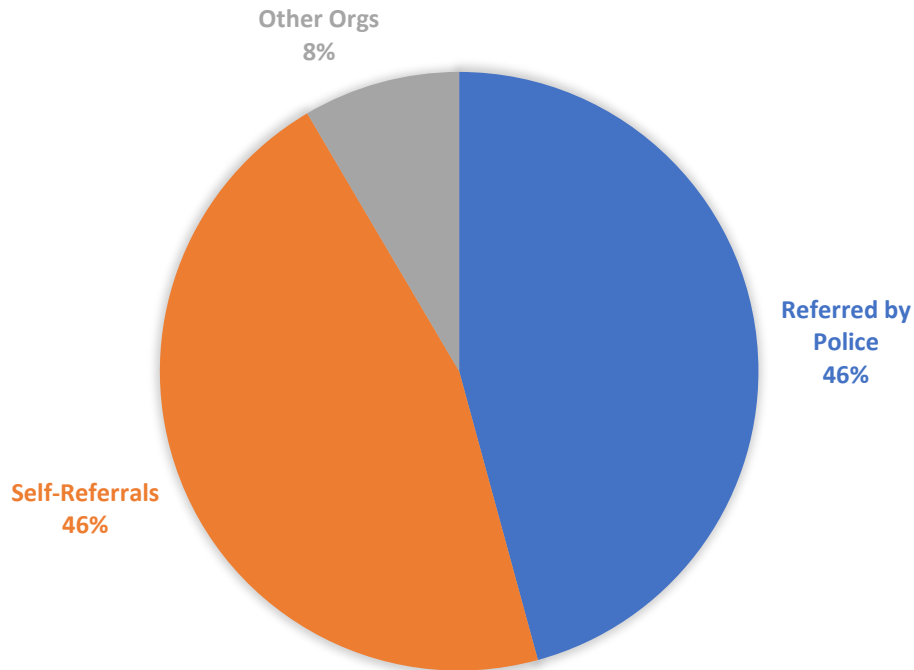
Between July 2021 and March 2023, six DDPOs provided detailed data on hate crime cases they had, and one offered top-level data for use. Only two out of the six submitting DDPOs could provide complete data for the entire project.

One DDPO joined the project part-way through, so supplied complete data for 2022-2023, but only some numbers for 2021. Two DDPOs did not receive funding to continue their hate crime advocacy work and so stopped their involvement part-way through 2022. Significant delays in funding decisions also contributed to this, as DDPOs rarely have the financial means to support projects if funding delays occur. One DDPO could not maintain the capacity required to submit data, even with the financial reimbursement for involvement in the project.

Nevertheless, across these DDPOs, information was gathered about 319 new cases involving disability hate crime. In addition, the DDPOs were already supporting 24 clients with previous hate crime work. So, in total, information regarding the work of 343 cases involving disability hate crime between July 2021 and March 2023 was gathered.

For the 177 cases where referral route was recorded, 77 of the cases were the result of the victim approaching the DDPO themselves (self-referrals), 81 were referred by the police (most through the DDPOs which were part of the CATCH partnership), and 15 were referred by other organisations.

SOURCE OF REFERRAL



Ongoing work often spanned multiple quarters, because of the complex nature of disability hate crime advocacy:

"Hate Crime work takes longer than other services provided, as there are usually multiple issues to address via different services and coordinating support between different agencies can take time.

Also, because of involvement with police/anti-social behaviour units, ———waiting during an active investigation, with irregular updates, inevitably causes some delay to the process."

– Merton Centre of Independent Living²²

²² <https://www.mertoncil.org.uk/>

It was not uncommon for work with a victim to start in one quarter, and only reach resolution three or more quarters later, with regular input during that time from the DDPO staff. This meant single advocates were often managing many hate crime cases at once; some DDPOs had to implement waiting lists as they did not have the staff or resources to support everyone who was referred to them.

For projects like Breaking out of the Bubble²³, based in Lambeth and with a unique setup, support for victims of disability hate crime — especially those who had been repeated victims — could go on for a year or more, as an unexpected event could trigger memories of what happened to them and cause distress.

Victims of any hate crime do not and cannot recover from the victimisation on a set timeline²⁴, and this ongoing support is as important as the initial casework. In any month, ongoing support could be nearly half as much again on top of new caseloads. For example, one advocate on a London-wide project continued to support 15 people from previous quarters in active case work while 17 new cases were opened in the same quarter.

²³ <https://www.breakingoutofthebubble.org.uk/>

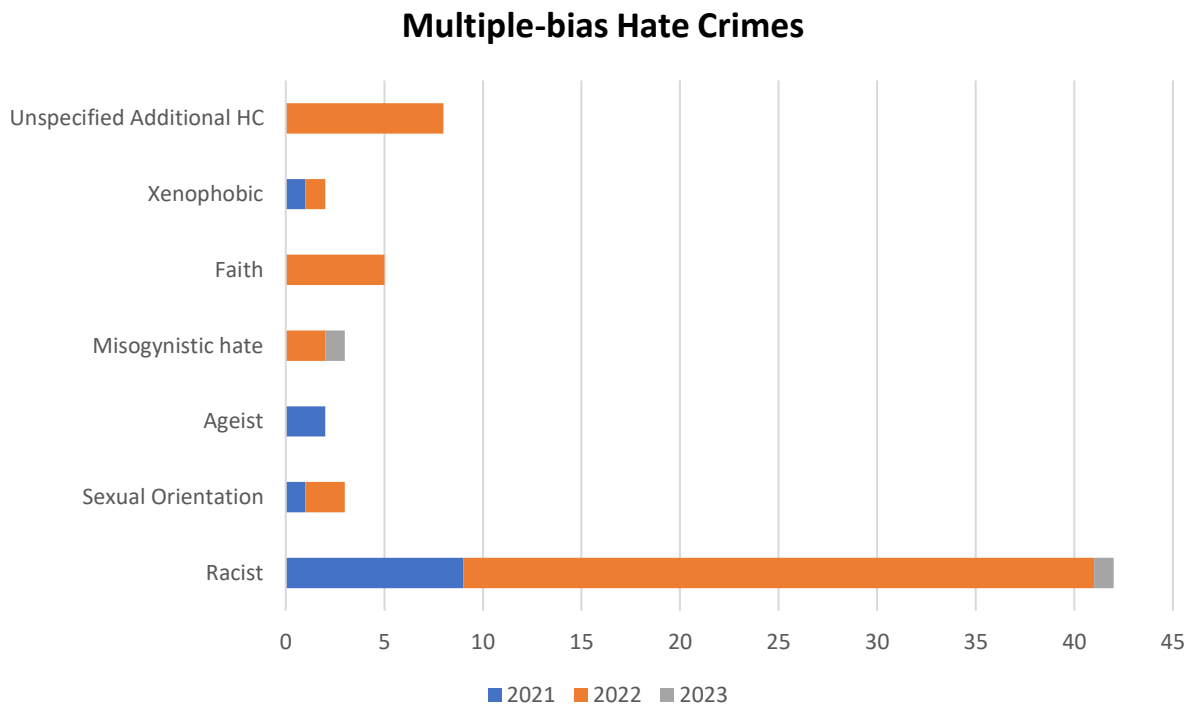
²⁴ Paterson, Jenny L, Brown, Rupert and Walters, Mark A (2019) *The short and longer term impacts of hate crimes experienced directly, indirectly and through the media*. Personality and Social Psychology Bulletin, 45 (7). pp. 994-1010. ISSN 0146-1672; <https://disabilityhorizons.com/2021/10/living-with-the-impact-of-disability-hate-crime/>

Types of Hate Crimes

Currently, there are five protected strands under UK hate crime law: race, faith, sexual orientation, transgender identity, and disability. Throughout this project, we also collected data on misogynistic, xenophobic and ageist hate crimes.

All 343 cases were disability hate crimes, and the presence of multiple-bias crimes was not always recorded. However, the following hate crimes were also reported:

- 42 racist hate crimes.
- 3 sexual orientation hate crimes.
- 2 ageist hate crimes.
- 3 misogynistic hate crimes.
- 5 faith hate crime.
- 2 xenophobic hate crimes.
- 8 multiple-bias hate crimes were recorded without the other strand noted.



This perspective on multiple-bias hate crimes — where a victim was targeted for multiple aspects of their identity — is often missed when official statistics are discussed as there is no easy way to tell from, for example, the Metropolitan Police hate crime data, the cases where the multiple-bias is occurring. While there were also limitations from our data collection, we could at least be sure that in all the multiple-bias cases, one strand of bias was against disability.

Hate crimes committed with multiple-bias motivations are not well researched yet, though the importance of recognising the impact of this type of hate crime is becoming more prevalent in policy and legislation in some countries²⁵. There remains a tendency for hate crime policy, legislation, and support to operate within a silo framework²⁶. As a result, legislative provisions to tackle hate crimes and services for hate crime victims can be less effective for victims of multiple-bias hate crimes²⁷. This in turn leads to a declining confidence in the criminal justice system, as victims targeted by multiple bias hate crimes do not have their needs met and future occurrences of these hate crimes fails to be prevented²⁸.

It was this research base that underpinned Inclusion London's collection of data regarding demographics and multiple-bias hate crimes. Hate crime needs to be researched from a broader perspective than can be achieved by adhering to the single strand approach of considering hate crime. Therefore, it was important that we included this broader perspective from this initial phase of work²⁹.

²⁵ <https://www.enar-eu.org/hate-crime-legislation-an-intersectional-approach-to-ensure-victims-rights/>

²⁶ Healy, J. (2019). 'Thinking out the box: intersectionality as a hate crime research framework', British Society of Criminology, 19.

²⁷ <https://www.enar-eu.org/hate-crime-legislation-an-intersectional-approach-to-ensure-victims-rights/>

²⁸ Perry, B. (2009). The sociology of hate: Theoretical approaches. In Levin, B. ed, *Hate Crimes Volume 1: Understanding and Defining Hate Crime*. Westport, CT: Praeger.

²⁹ Healy, J. (2019). 'Thinking out the box: intersectionality as a hate crime research framework', British Society of Criminology, 19.

People's identities do not fit into single boxes without interaction, and to approach hate crime research based on this faulty premise would lead to incomplete data that would not reflect the experiences of hate crime victims³⁰.

In Donovan et al.'s research into hate relationships³¹, they found that disability as an identity often failed to be recorded, even when the victim of the ongoing hate and harm was targeted in ways directly related to their Disabled identity. For example, a victim of racism and faith hate was also a mobility scooter user, and part of the ongoing harassment was for the perpetrators to deliberately use barriers and obstacles to block the victim's route, knowing that they wouldn't be able to get the mobility scooter past the barriers.

Continuing to explore the experiences of multiply marginalised victims of hate crime is an important area for ongoing development of support and services for Disabled victims of hate crime.

³⁰ Mason-Bish, H. (2015). Beyond the Silo: Rethinking hate crime and intersectionality. In Hall, N., Corb, A., Giannasi, P., & Grieve, J.G.D. *The Routledge International Handbook on Hate Crime*. Oxon: Routledge.

³¹ Donovan, C., Clayton, J., Macdonald, S., Ungureanu, C. and Knight, M. (2021) Exploring 'hate relationships' through Connected Voice's Hate Crime Advocacy Service, Durham University, 2021

Demographics of Clients Supported

The demographic information of clients was for both new cases and ongoing cases. The information was not always collected, and we did not want advocates to feel obliged to collect this information specifically for this project as the pressures of their casework were already substantial. Additionally, to ask advocates to collect extra demographic information that the client did not want to or had not chosen to provide risked causing disruption to the advocate-victim relationship, which we certainly did not want to do.

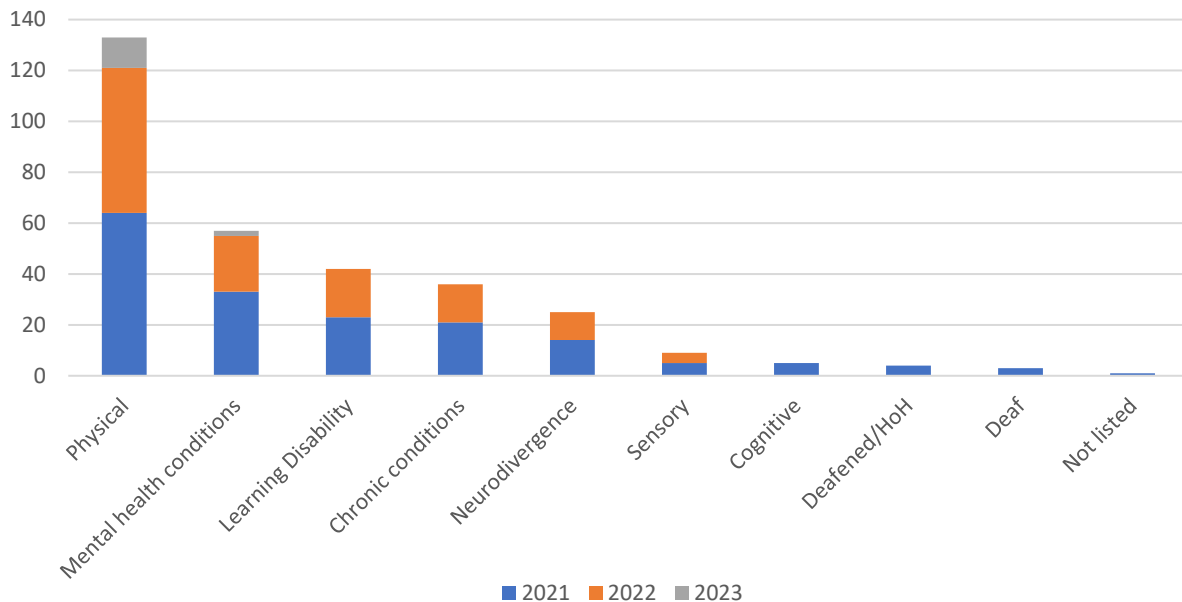
Therefore, the data below is incomplete, and most will not add up to the full 343 cases.

Additionally, these categories (apart from age, which asked for age ranges as opposed to categories like “young adult”, “elderly” etc.) were based on how the individual self-identified. The advocates were not asked to make any presumptions and to only input information that was disclosed during the work.

Disability, Condition, or Impairment

Some victims had multiple impairments so please remember that some victims are represented in multiple categories here as well as some victims' data not being included due to non-disclosure:

Demographics: Recorded Impairments and Conditions



133 victims were physically Disabled.

57 had mental distress or trauma, also referred to as mental health conditions.

42 had a learning disability.

36 had long-term or chronic health conditions.

25 were neurodivergent.

9 had sensory disabilities.

5 had cognitive disabilities.

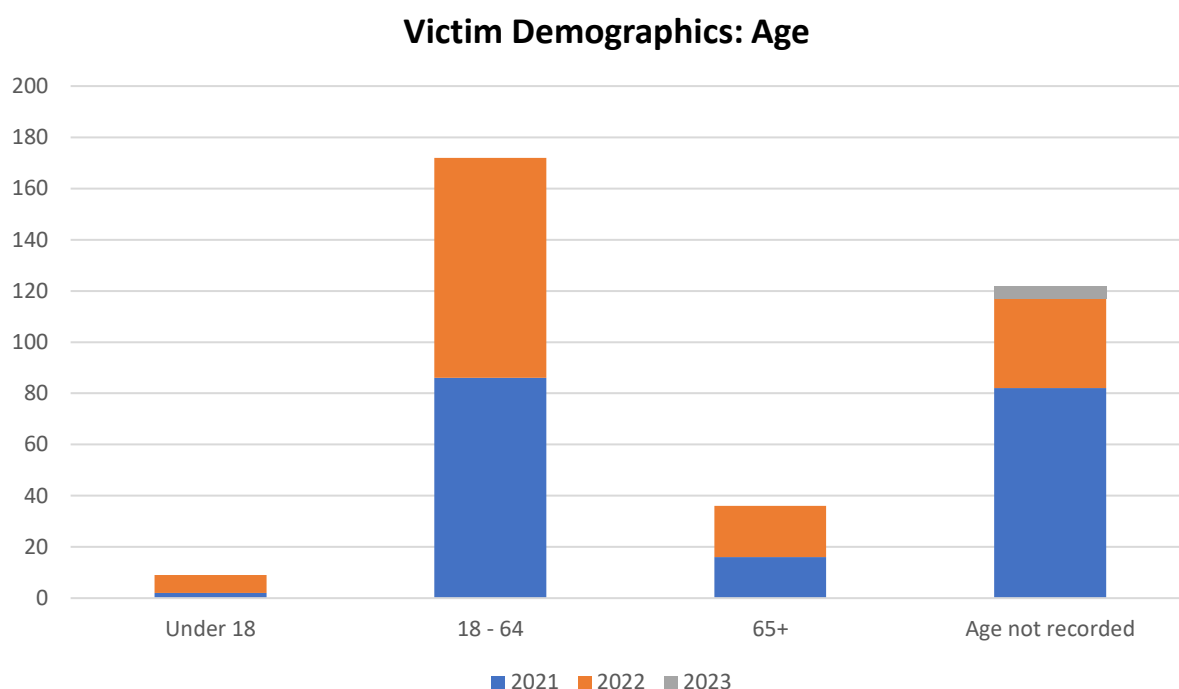
4 were deafened or hard-of-hearing.

3 were Deaf.

1 had a condition or impairment that was not covered by the list above.

While all the DDPOs worked with a range of Disabled people, one organisation was specifically a learning difficulty led organisation who worked with people with learning difficulties, and one organisation was a Deaf organisation. The Deaf organisation did not have the capacity to provide data for multiple quarters and so the representation of Deaf victims of hate crime is very likely under-represented in our dataset.

Age



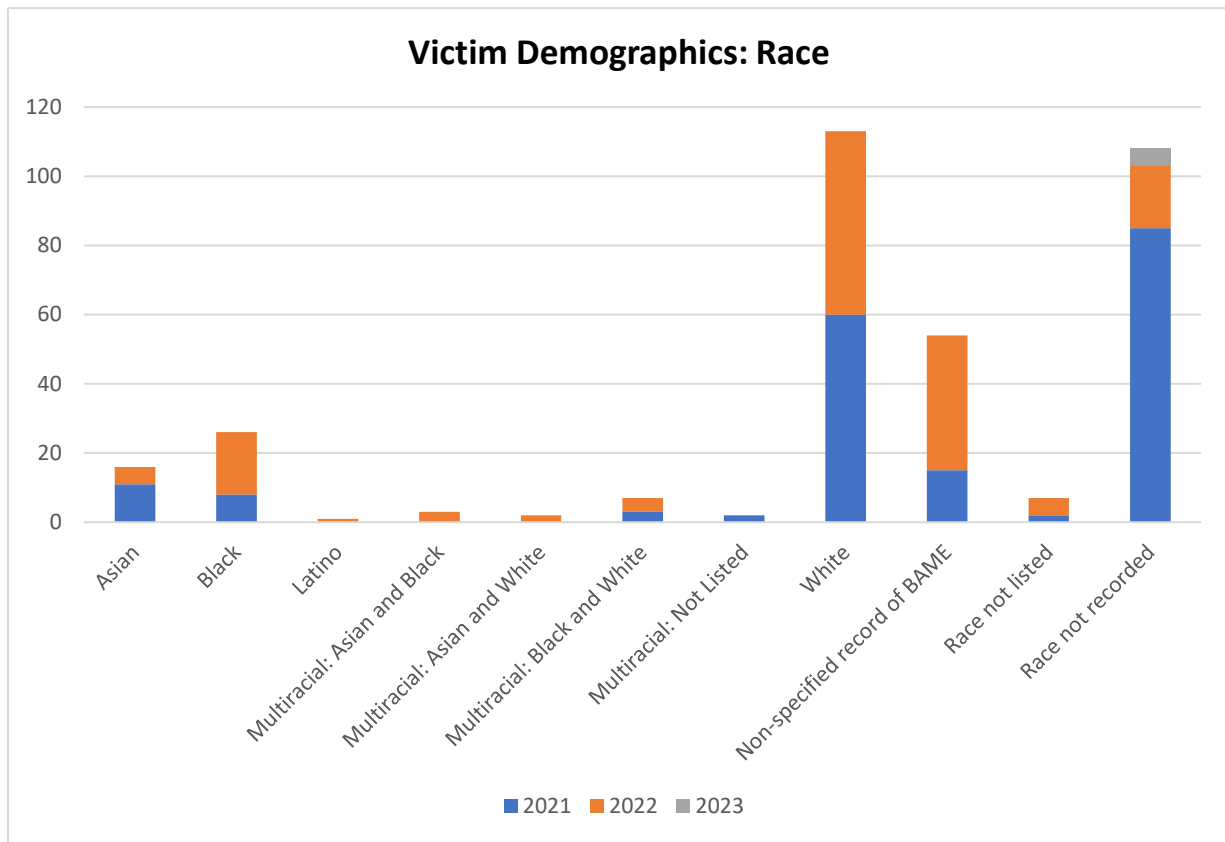
9 victims were under 18.

172 of the victims were aged between 18 – 65.

36 were over 65.

82 ages were not recorded.

Race



16 victims were Asian.

26 victims were Black.

1 victim was Latino.

14 victims were multi-racial.

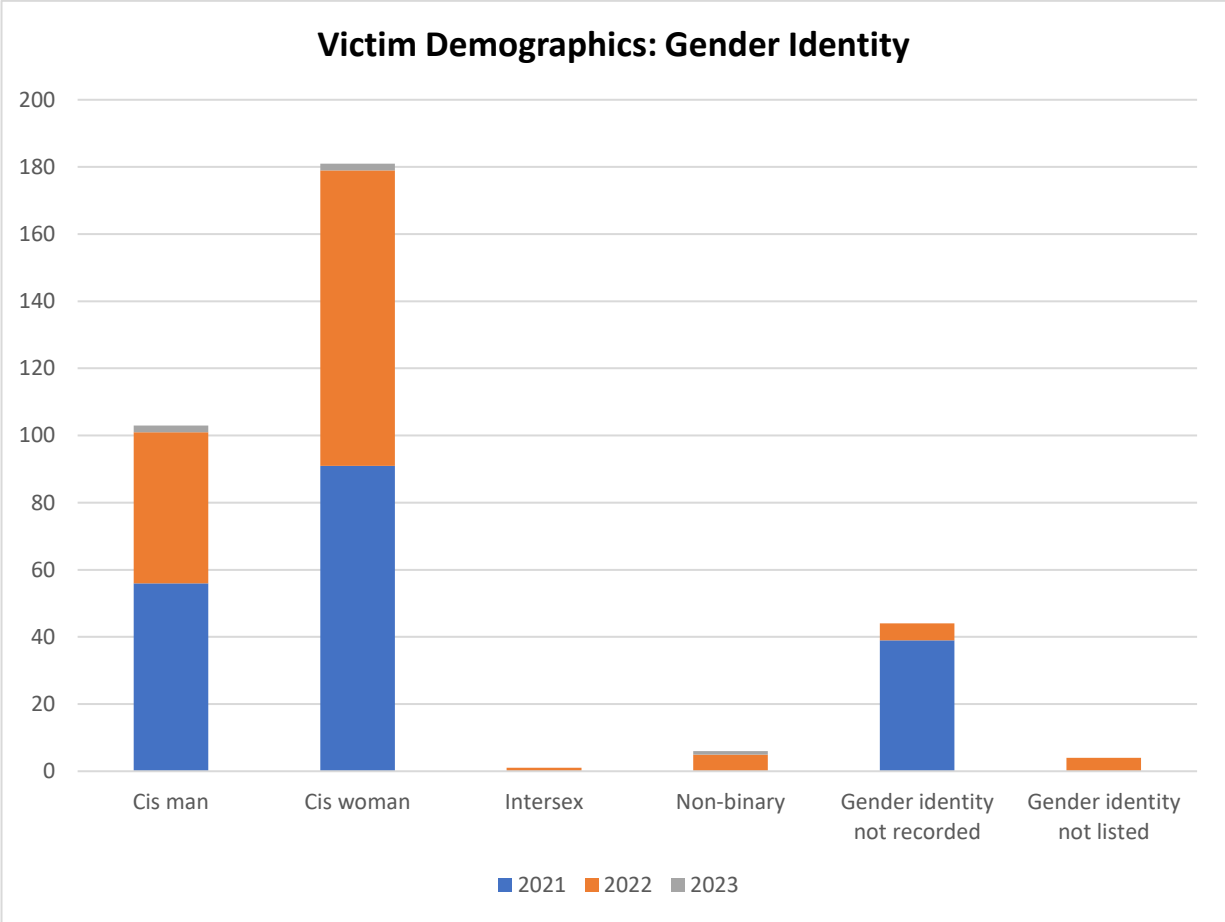
113 victims were white.

7 victims were of a racial and ethnic group that was not listed.

Due to one organisations data collection method, 54 were noted as BAME with no further details.

Race was not recorded in 108 instances.

Sex and Gender Identity



181 of the victims were cis women.

103 victims were cis men.

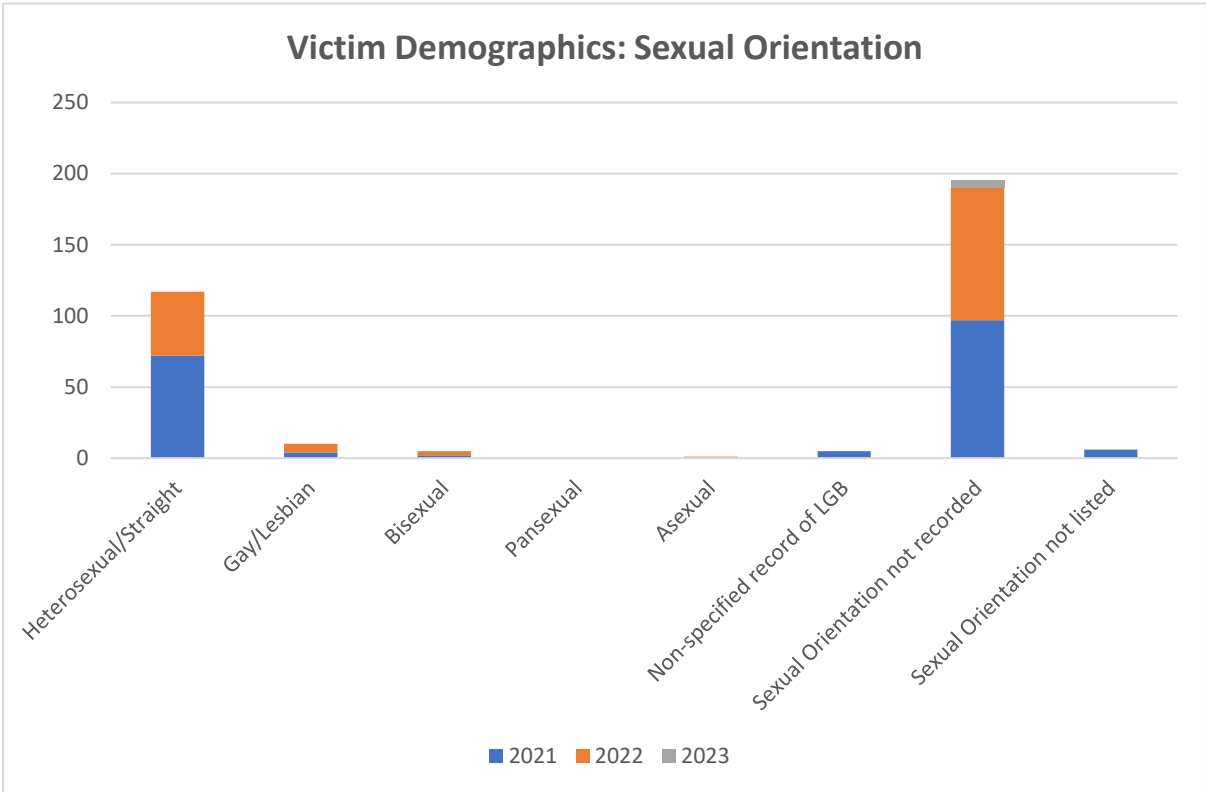
1 victim was intersex.

6 victims were non-binary.

4 were a gender identity not listed.

44 victims did not have Gender identity data recorded.

Sexual Orientation



117 of the victims were straight / heterosexual.

10 victims were gay / lesbian.

5 victims were bisexual.

1 victim was asexual.

6 victims were of a sexual orientation not listed.

Due to one organisations data collection method, 5 were noted as LGB with no further details.

195 victims did not have sexual orientation data recorded.

Discussion of demographic data

As the demographic data was self-disclosure, with no expectations for the data to be collected, there are limitations. People were likely to disclose personal information like sexuality or gender identity if they felt it was relevant to the work, such as when they had been targeted for both disability hate and homophobia or transphobia.

In our initial report on the first six months of this project, we collected racial and ethnic information in line with the categories used by the UK Government³². However, upon internal review, we decided to change this method for the following reasons:

- The method relied on the victim self-disclosing more information for any data to be usable and required the advocate to input data in a more complicated way.
- The categories did not include some racial identities that we felt it should have (e.g. under Mixed or multiple ethnic groups there is no Asian and Black, or any multiracial identities not including white).
- The method had uneven categories — for example having Bangladeshi, Indian, Chinese, and Pakistani as the specific options under ‘Asian’ (along with “Any other Asian background”), but then having Caribbean and African under ‘Black, Black British, Caribbean and African’.
- Potentially caused barriers to data collection by putting ethnic and racial data together in a way that would require a long input to be more inclusive.

³² <https://www.ethnicity-facts-figures.service.gov.uk/style-guide/ethnic-groups>

So, while our data may be less specific in this report, we felt that this was a better approach to take.

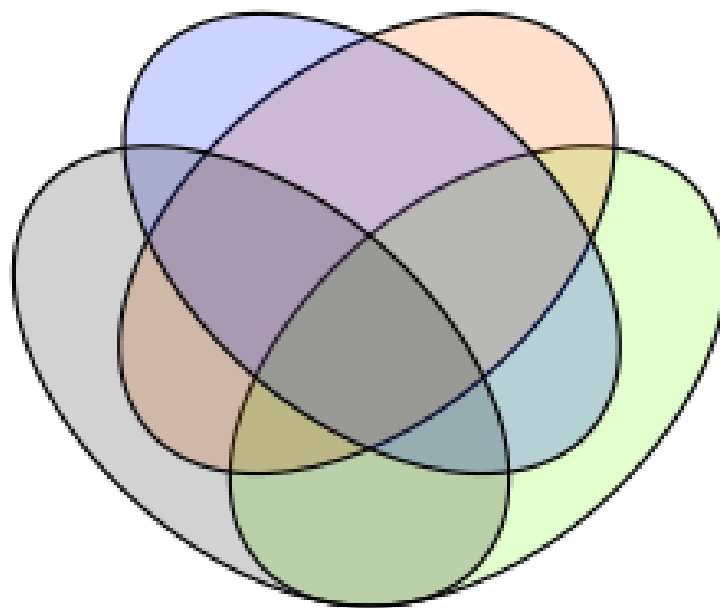
Some clients disclosed additional information to this; again, this usually occurred when it had greater relevancy to the hate crime work, such as when xenophobia was also involved alongside disability hate crime. However, even where numbers for some categories are low or have a high level of non-disclosure, we felt this was valuable. Disabled people come from all demographics and yet multiply marginalised Disabled people face additional barriers to support, even from the DDPOs that they should be able to get that support from.

The seven DDPOs supported clients from a range of racial and ethnic backgrounds, clients from different faiths, had LGBTQA+ clients, elderly clients, and supported clients with many impairments. Intersectionality is a vital consideration in all work within DDPOs to make sure that all Disabled people can get support from their local DDPO.

From the recent Census data, for example, we know that ~38-41% of the Disabled population are from BAME communities and ~20% of the LGBTQA+ community are also Disabled. While we would not like to see a similar representation in hate crime work (in that, we would prefer nobody be a victim of hate crime), we would expect to see similar proportions in the overall client population being supported. As this is not the case, it leaves us with two areas for future research:

1. If these victims are not coming to the DDPOs for support, where are they getting support? Or are they being completely missed, given the all too frequent inaccessibility of available victim services?
2. What work do DDPOs need to do to better support their diverse local populations?

Inclusion London’s monitoring data, along with the monitoring data of the DDPO sector in general, will need to be continually updated and reviewed. There are decisions we made in collecting data this time that we will need to review and possibly change going forward. However, for reasons similar to those discussed in the LGBT Foundation’s report, ‘If We’re Not Counted, We Don’t Count’³³, we think that the inclusions we made are important for data monitoring.



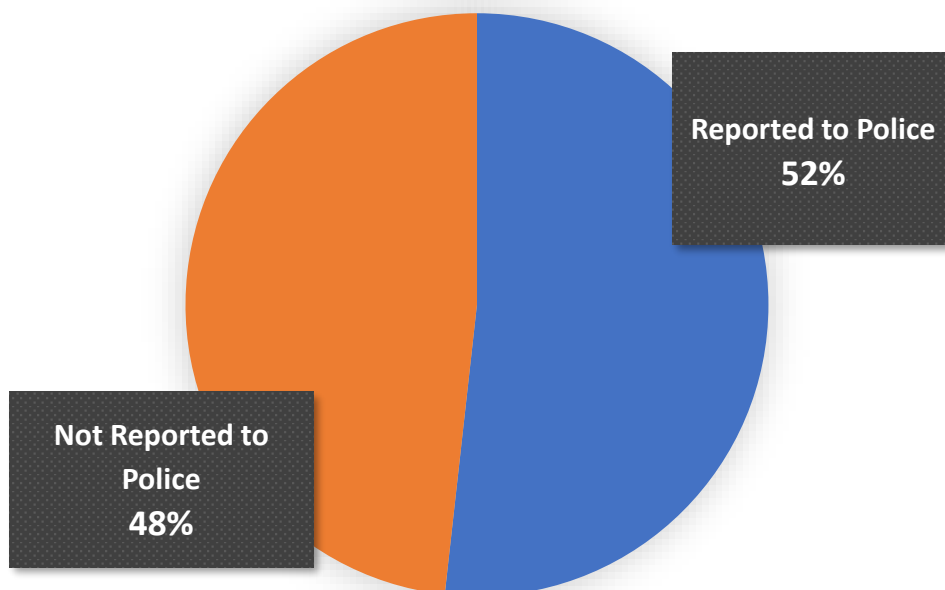
³³ <https://dxfy8lrzbpwyr.cloudfront.net/Files/d1edc08d-1514-4df8-8bf0-ebc97a79e4e0/If%20We%25E2%2580%2599re%2520Not%2520Counted%2c%2520We%2520Do%25E2%2580%2599t%2520Count%2520FINAL.pdf>

Police Involvement and Support Provided

Police Involvement

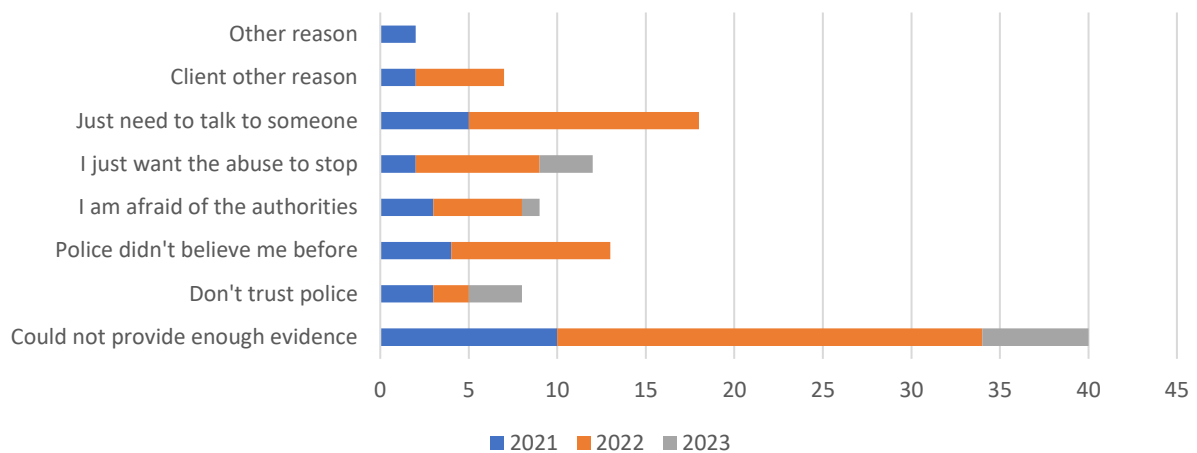
87 of the new cases between July 2021 and March 2023 were referred to the DDPOs by the police and had, therefore, been reported to the police in some capacity already. Of the remaining cases, 77 more individuals went on to report the crime to the police, taking the reported total up to 164. The remaining 150 did not want to report the crime to the police.

Rates of Reporting to Police



The main reason for not reporting the crime to the police was either a lack of physical evidence or the victim feeling that they could not reach the evidential threshold for anything to happen. 40 victims gave this as a reason for not wanting to pursue police involvement.

Main Reason for Not Reporting to the Police



Inclusion London's 'Poor Police Response' report showed how only 19 disability hate crimes were prosecuted in 2020-21, despite the lowest reported disability hate crimes in any of the previous three years totaling 413³⁴, in London. It is unsurprising that victims of disability hate crimes are reluctant to go through a long process — which will involve them re-telling the experience and could be retraumatizing — only for a minimal chance of a satisfactory resolution.

As previously discussed, there are benefits and means of support which can be better provided — occasionally only provided — by community-based organisations such as the DDPOs who are based in boroughs across London. In these instances, reporting to the police wouldn't achieve the outcomes some individuals want, anyway. Furthermore, some Disabled victims of hate crime, for reasons discussed earlier in this report, do not recognise what they are experiencing as a hate crime. Some of the victims supported by DDPOs during this project, sought out the DDPO for help on a housing matter or for financial help, and advocates recognised the signs of hate crime in what the person was experiencing. Without the

³⁴ <https://www.inclusionlondon.org.uk/news/poor-police-response-report-disabled-victims-of-hate-crime/>

expertise of advocates in these situations, hate crimes may have continued for even longer without intervention. These are more reasons we do not think that the only assessment for third-party support for hate crime should be increased reporting rates³⁵.

Reporting and Police Involvement Case Studies

Reasons for not reporting to the police were discussed in the 'Poor Police Response' report³⁶, and many of those are echoed in responses from DDPOs through this project. We used examples in our six-month report about the occurrence of counterclaims, and how this had discouraged victims from reporting hate crimes when they reoccurred, and how lack of accessibility in interviews was another reason for disengagement with reporting³⁷.

Inaccessibility

Inaccessibility was a common problem throughout 2022 and 2023 when it came to victims reporting report hate crimes; both in interactions with the police and with other organisations involved in the case. This meant that even clients who tried to report hate crimes could not complete the reporting process. Any time there was a “one-

³⁵ College of Policing, National Policing Hate Group (2014) *Hate Crime Operational Guidance (C118/0514)*. Coventry: College of Policing Limited. Available at: <https://www.college.police.uk/What-we-do/Support/Equality/Documents/Hate-Crime-Operational-Guidance.pdf>

³⁶ <https://www.inclusionlondon.org.uk/news/poor-police-response-report-disabled-victims-of-hate-crime/>

³⁷ <https://www.inclusionlondon.org.uk/wp-content/uploads/2022/03/The-DDPO-DHC-Data-Project-First-Sixth-Months.pdf>

size fits all” approach, Disabled people suffered due to the multiple barriers they faced when trying to access services.

Sometimes, reports were only taken over the phone, and this was a significant barrier for some victims, who were often already in a state of distress:

“We made this clear to the police (when we called instead) as they couldn’t manage to say on the phone that the police had got hold of the ‘wrong end of the stick’, that this was a fresh incident. It made us think lack of communication can occur when people lack the confidence to say they are being misunderstood.”

Whereas other victims were told they needed to give their reports face-to-face and this was just as inaccessible to them. One DDPO supported an autistic client³⁸ who found it too difficult to give a report face-to-face. In this instance, the DDPO advocate was successful in explaining the client’s access needs and a time was arranged for the client to give their report over the phone, with the advocate supporting them.

If a victim has communication support needs, sometimes only one police officer has been trained in interviewing a victim with those support needs, which causes a backlog. DDPOs have also reported the advocate being asked to carry out the interview as a proposed solution to the communication support needs, when interviews must be conducted by an officer, or asking advocates to carrying out tasks

³⁸³⁸ <https://theconversation.com/watch-your-language-when-talking-about-autism-44531>

which would fall under the remit of registered intermediary³⁹, when they are not one.

This lack of accessibility extended to making complaints when things went wrong, or a poor service was provided. One client wanted to make a complaint through their local authority, but no option was given for them to make a complaint verbally. The only option was to submit it in writing, and reasonable adjustments were refused until the advocate became involved.

“Our client arranged to go to the police station to make a report, but when they arrived, the police informed them that the police officer who could take their report was not available. The only suggestion the police had was to wait to see if another police officer became available to take the incident report.

The client waited over 2 hours at the station, before being told the computer was down and asked to come on another date. No alternatives were offered, despite the experience having a significant impact on the victim’s pre-existing health conditions.”

This lack of accessibility means that the entire experience becomes hostile for the victim, who consistently must take on yet another fight for adjustments on top of recovering from their victimisation.

Of course, all issues, particularly those involving technology, cannot be fully predicted, but a flexible approach to taking reports could make the process far more accessible to Disabled victims.

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https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/955316/registered-intermediary-procedural-guidance-manual.pdf;

Perhaps unsurprisingly, in cases where police officers and other staff were open to making the necessary accommodations and adjustments, and listened to the victim and the advocate, reports could be made in a way that provided the details for the police to proceed.

“They won’t do anything”

One common theme that came up throughout case studies was a deep reluctance to report crimes to the police because the victim already expected the police not to do anything about it based on past experiences with the police. This likely means that repeated hate incidents or hate crimes are going unreported, as negative or disappointing experiences with the police discourage victims from reporting.

On several occasions, the victim only agreed to report the crime to the police because they needed to for another service to get involved or another action to take place. For example, needing to demonstrate a pattern of harassment to move up the housing transfer list or needing a crime reference number for insurance purposes.

In the Leicester Hate Crime Project⁴⁰, the researchers found that 8% of hate crime victims (not specifically disability hate crime victims) who reported crimes did so because they needed an insurance number and 20% did so because they needed practical support. While these reports obviously count towards official reporting numbers, it is difficult to make the claim for these cases that victims necessarily wanted involvement from the criminal justice system. They had to get the police involved in order to access another service.

⁴⁰ <https://le.ac.uk/hate-studies/research/the-leicester-hate-crime-project>

One client was financially exploited by someone who befriended them. They ended up buying multiple phones on behalf of the person who befriended them, which left our client in a lot of debt as they could not pay the phone contracts set up with their details.

Our client came to talk to us about this and with our support rang up their phone provider. The staff there were helpful and intervened immediately. However, they requested our client report this as fraud.

Our client was reluctant to do so, as they felt the police would not do anything about it. Eventually, with the support of family, they were encouraged to make the report.

Some victims reported hate crimes to the police, including ones involving threats of harm and multiple-bias hate crimes, only to be told that it didn't meet the threshold to be considered a police matter. They were advised to deal with it through another service, who then often told the victim that they needed to report the crime to the police. This leaves victims at a loss of where to turn, since it seems no service will agree where they should make their reports or receive support.

The situation is causing them a great deal of distress and the neighbour has threatened them with harm, which the victim reported to the police before accessing our advocacy service.

The police declined to take up the case, despite the threats made, claiming it was a civil matter. The client is not happy with how the police have dealt with the case and won't speak to them again. We have another client who had a similar experience and also won't re-engage with the police.

Support Provided

Reflective of the fact that half of the victims did not want police involvement, specific hate crime support from a criminal justice perspective was only the fourth most common type of support sought, higher only than 'Signposting victim to additional services'.

Day-to-day support (for matters like housing, finance, and liaising with other, non-CJS services) followed by emotional support were the most common support services sought by victims.

As discussed above, multiple victims voiced how reporting the hate crime to the police would not lead to any kind of meaningful action. Some believed reporting the crime to the police would just result in retaliation from the perpetrator. Whereas local authorities and housing associations often had more power in terms of implementing practical support and actions like moving victims to a new residence or moving the perpetrators to a different location.

Hate crimes target an aspect of someone's identity and this can have a long-term and profound impact on a victim's life, as well as potentially affecting a wider community of people who share the victim's marginalised identity⁴¹. Therefore, it is of little surprise that long-term emotional support was also such a necessary part of the work done by DDPOs supporting victims.

This is another reason why relying on a measurement of increased reporting of hate crimes to the police is a poor measure of success for a hate crime advocacy project. Sometimes, making a report to the police would only achieve adding another case to the dataset, without

⁴¹ M. A. Walters. (2014). Hate Crime and Restorative Justice: Exploring Causes, Repairing Harms. Oxford Academic.

any meaningful action for the victim taking place, especially if the police or the CPS decided the case would not be pursued, which also happened to a number of DDPO clients.

From a data perspective, of course we want a more accurate picture of hate crime numbers, but no-one can blame victims for not wanting to go through a reporting process that they already suspect is going to have no tangible benefit to their situation.

“The person we are supporting is no longer interested in contacting the police because of their previous interactions with them.

They rely on our emotional support and one day they said that speaking with and being supported by our staff meant they had the first night without anxiety waking them for a long time. They said it feels like we are the only organisation on their side.”

One in every five hate crime cases also involved signposting the victim to additional support available from other organisations. This is something that can only be achieved when DDPOs have the time and resources included as a part of their project funding to make connections with other organisations in their area.

Support Provided — Case Studies

Support to resolve issues involving multiple agencies was more prevalent in 2022 cases than those reported in 2021. A significant proportion of hate crimes were not only perpetrated by neighbours but also involved long-term harassment. As a result, cases often extended beyond involving just the police and other criminal justice agencies. Local authorities, housing associations, anti-social behaviour teams, and other agencies frequently found themselves involved in addressing a single case. Often, it was the hate crime advocate who was liaising with and chasing up all these agencies.

As shown above, hate crime advocates provide support far beyond the remit of the criminal justice system and its processes. Advocates supported the victim — often for months, as demonstrated below — to overcome multiple barriers in interacting with housing associations and local authorities.

“From this point on, the client, advocate, and the local law service, worked together, making formal appeals and putting pressure on the housing association.

Eventually, after seven months of support, the housing association accepted a higher priority banding and Client successfully bid on a property to move them to a safe location, away from the perpetrator of the ongoing harassment.

The client was relieved and pleased with this outcome. Since moving they have reported increased well-being, being better able to cope with everyday life, and feeling safe and empowered.”

In some cases, the advocate getting involved was what finally meant that action was taken. One victim voiced the stark contrast between how they had been treated by the police and the landlords, and the rapid, person-centred response they got from the advocacy team.

Advocates were able to assess situations and direct focus, acting at the main point through which information went. This meant they could track commitments or assurances made by difference agencies and pursue them when they failed to materialise. This was often time-intensive for the advocate but removed a lot of pressure and distress from the victim.

To give an example of some of the different types of support an advocate could provide within any given case, here are just a few from different cases:

1. Conducted home visits to carry out assessments on the impact of hate crimes on the entire family.
2. Getting an Occupational Therapist involved to report on the family's needs, ensuring that any alternative properties identified were accessible.
3. Teaching the individual how to use different tools and software online to pre-emptively block people and protect themselves.
4. Funding and providing different forms of personal alarms.
5. Accompanying victims to police interviews and ID parades.
6. Supporting the victim to write the Victim Impact Statement they wanted to submit.
7. Translating information from the Crown Prosecution Service into more accessible language.
8. Getting the local authority to increase care package to provide more support hours due to the impact the crime had on the victim's health and support needs.

In addition to practical support, which took many forms in addition to the few example above, the option to receive ongoing emotional support at and from their local DDPO was also something that victims of disability hate crime valued and needed. One-to-one conversations in person, on the phone, or over Zoom, as well as group settings where emotional support and sharing experiences with others who had been through similar events, were all ways victims returned to receive support weeks or months after the initial work on their cases had ended.

Victims of any crime have spoken of the additional barrier created by having to re-tell the events of what happened to them in detail because they have been moved onto a new professional who will work with them. This loss of the shorthand that would otherwise allow a victim to say something like, "I had a bad night yesterday, thinking about what happened again," without having to explain in detail what they are referring to, can be a significant barrier to seeking ongoing support.

Opening up about a hate crime can require building up a certain level of trust before disclosure, then support can be ongoing for months or years.

"This incident happened before the client came to our groups (pre-2021). They only felt comfortable talking about it now (Q3 - 2022), though the client has been in our groups for a while. We talk with the client about the incident in some of our fortnightly groups, and we also support them individually over and phone and face-to-face."

Of course, staff move on to new jobs and changes will always happen, so there is no suggestion that this can always be avoided. We just

want to highlight that there is an additional likelihood of these barriers within the context of DDPOs because of how they are funded.

When DDPOs lose their funding for hate crime projects or advocacy services in general, entire projects are lost. Sometimes, unfortunately, entire DDPOs can no longer operate due to lack of funds. In the third-sector as a whole, funding can be anywhere from a year-by-year basis, up to a longer term commitment of 10 years or more, though the latter is rare⁴². Unfortunately, for many DDPOs, including those in our partnership, their funding cycles tend to be at the lower end, with many being 3 years or less. The third sector —especially smaller organisations, which many DDPOs are — is often faced with yearly funding cycles, meaning staff spend a lot of time and resources continually bidding for multiple smaller funds, taking away time from managing and running the projects that they are seeking the funds for⁴³.

When entire projects are closed because of a loss of funding, everyone who may have been familiar with the victim's case is either relocated elsewhere in the organisation (if the DDPO is fortunate enough to have gained funding for a different project) or moves on to another organisation entirely. As many boroughs only have one DDPO, if any, there is often not another service available for the victim's case to be handed on to. It is certainly rare for any kind of transition to a new avenue of support to take place, because there often is nowhere else that can offer the support needed.

In these instances, the victim is left with nowhere to go and the work towards their ongoing recovery stops.

⁴² https://www.inspiringscotland.org.uk/case_studies/extraordinary-positive-journey-10-years-support-action-children-scotland/; <https://hamptontrust.org.uk/third-sector-article-31st-july-2019-why-charities-need-long-term-contracts/>; <https://www.gov.scot/publications/supporting-collaboration-between-third-public-sectors-review-current-evidence/pages/4/>

⁴³ H. Barnard, and M. Williams. (2022). 'Making it Count: overcoming the barriers to better grant-making'. Pro Bono Economics.

Time

Cases involving hate crime are often long term and can be time intense.

"We host fortnightly groups where people can come to us to talk about any issues they've had as well as how to feel safer and happier. We also keep in regular contact with them, via phone calls or in person groups. Our whole team is involved in this as there are often crossovers with other staff for getting support, so it is difficult to put an exact number on how much of our time is spent on this."

- Breaking out of the Bubble

Ongoing case work could be substantial quarter-to-quarter; between October and December 2021, for example, 4 DDPOs had 53 cases still ongoing from earlier that year, while between them they added another 31 new cases to their workload. When this is put in the context of many DDPOs only having one or two staff who can work on hate crime advocacy, often part-time due to the constraints of funding, the pressures of this workload can be better understood.

Using the two DDPOs who could provide two years' worth of data, we can estimate that those two DDPOs time spent more than 2,500 hours on just direct hate crime work during that time, equating to 315 eight-hour workdays between the two organisations across 24 months.

In the busiest quarter where all DDPOs were able to provide data, they totaled more than 792 hours (99 8-hour workdays) between them on direct hate crime work.

This is work such as direct advocacy, support, or engagement with the client or an organisation involved in the case, and not additional work

like awareness raising, campaigning, or developing community engagement.

Once more, to underscore the point, very few DDPOs employ a single, full-time hate crime advocate, let alone more than one. As an illustrative example, at least one DDPO who submitted data had a staff member dedicated to hate crime work for only 1.5 days a week, as this was the limit of what their funding could support.

This constraint becomes even more apparent when considering the DDPOs in the CATCH Partnership. These organisations, although based in one borough, are funded to cover the entirety of London, and therefore may be managing cases in boroughs on the other side of London to where their staff are based. This geographical breadth not only stretches the capacity of part-time hours but also results in a lack of connection to the local community.

Local organisations may offer a range of holistic services and support crucial to aiding recovery. While DDPO staff based within a borough may have already established connections with these other local organisations, it would not be possible for a single staff member from a DDPO half-way across London to have that same community knowledge nor would it be reasonable to expect them to build up that knowledge for all 33 boroughs in London, further highlighting the shortfalls of the current setup.

None of this is the fault of the DDPOs or their staff. We hope that this report has suitably demonstrated that the advocates often go beyond the work that might typically be expected from an advocate and do so with limited time and resources. DDPO staff themselves voiced frustration at not being able to dedicate more time to cases, but if they didn't manage their time strictly, they would end up helping fewer victims. Victims who already had very few places to turn for help, given the number of services that lost funding.

Measuring up against the Metropolitan Police Numbers

As mentioned earlier, this section is approached with the caveat that it would be potentially misleading to draw direct comparisons between all the numbers taken from the seven DDPOs and the reports taken by the Metropolitan police. However, we think a cautious discussion of the data is still warranted, especially as there were three DDPOs who worked in single boroughs, one of which was one of the two DDPOs who provided two years' worth of data.

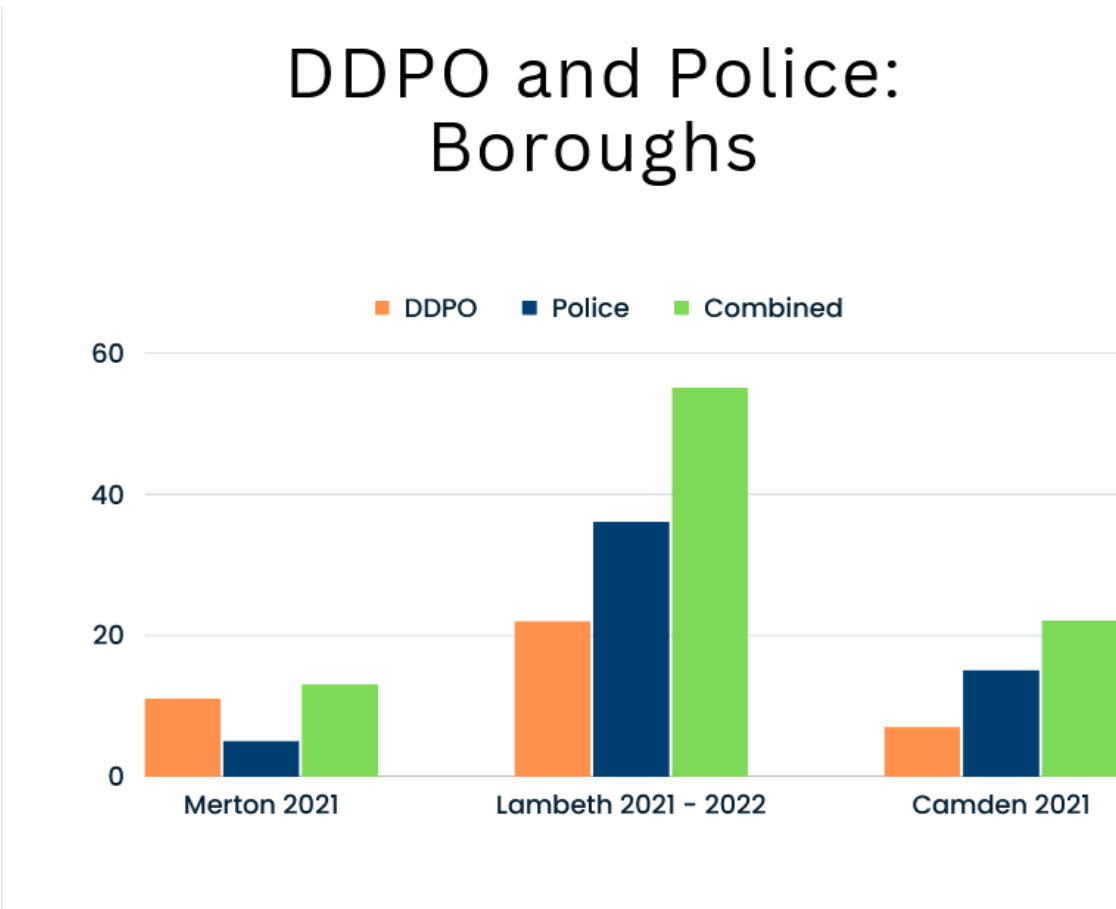
In 2021, when there were seven DDPOs providing data, the number of clients supported by DDPOs to report their hate crimes to the police was around 21% of the total number of disability hate crimes recorded by the Metropolitan Police for those same months. Additionally, the total number of clients supported by DDPOs — those who reported to the police and those who didn't — was equivalent to around 43% of the number of disability hate crime reports recorded by the Metropolitan Police in those six months.

In 2022, this number dropped as two of the DDPOs lost their funding for their hate crime work during the year and a third could no longer provide data. However, even with those changes the year's numbers indicated that around 16% of disability hate crime reports to the Metropolitan Police during 2022 were supported by one of the five DDPOs. Those DDPOs worked with a case load equivalent to 26% of the number of total disability hate crimes recorded by the Metropolitan Police.

In one borough, if all the victims supported by the DDPO in that borough had reported their hate crimes to the police, it would have more than doubled the official numbers of hate crime for that

borough, as there were only 5 police reports of disability hate crime in 6 months. The DDPO had also supported in three of those five reports.

If another DDPO had added their unreported hate crime cases to the official figures for the borough, it would have increased the official reports by half as many again, from 36 to 55.



This is to say that these community-based services are reaching many victims that have not interacted — and possibly would not want to — with the criminal justice system regarding the crimes. Going back to how the success of third-party hate crime support is measured, this reiterates the importance of thinking beyond reporting figures increasing, and more about what a successful outcome is for a victim, including non-judicial outcomes. While some may argue that efforts

should solely be concentrated on improving the Criminal Justice System for victims, this view tends to overlook the multifaceted nature of the trauma victims often endure.

Many victims experience profound trauma and distress, even in instances where a case doesn't meet the threshold for prosecution. Something not being prosecuted does not mean harm was not caused.

This is where DDPOs play an indispensable role, providing ongoing emotional support and comprehensive, holistic services that foster recovery. Their work extends far beyond the confines of the judicial process, addressing the broad range of needs that arise from hate crime victimisation.

This is why we keep repeating that the success of third-party hate crime support should not be confined to an increase in reporting figures alone, but should also consider these crucial elements of victim support and recovery.

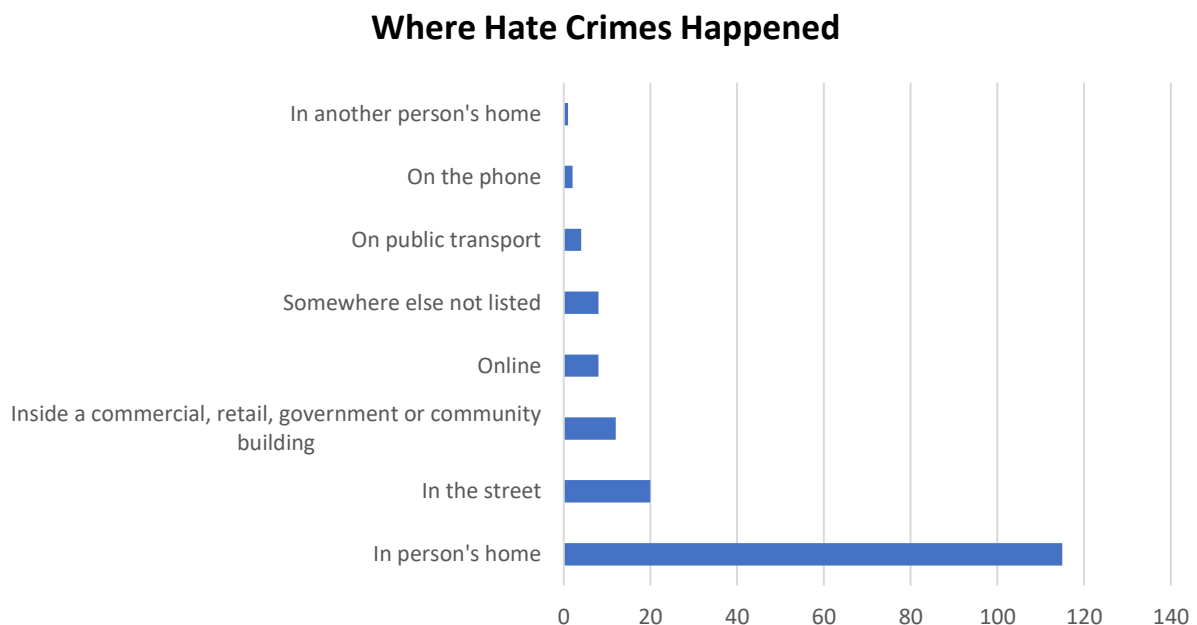
The Hate Crimes

In considering the information below, note that the numbers may add up to more or less than the total hate crimes. This is because some cases had:

- Multiple perpetrators.
- Multiple forms.
- Multiple locations.
- Information was only partially known.
- Information was unknown.

Where hate crime took place

Over two-thirds of disability hate crimes supported by DDPOs where a location was recorded happened at the individual's home. This was an increase from 2021, where it was just over half.



We weren't sure what direction the pattern of hate crime would take in 2022. While the lifting of COVID-19 restrictions in the UK might have suggested a reduction in hate crimes at the home, only to see an increase elsewhere, we were also aware of the growing research into hate relationships which was demonstrating how often hate incidents and hate crimes took place at victim's homes⁴⁴.

In addition, there are additional complexities to consider, particularly where the disability element of hate crime is not identified. This often leads to numerous instances of disability hate crimes being overlooked, as victims are referred to either another agency dealing with different strands of hate crime or the anti-social behaviour team. This underscores the importance of recognising and addressing these complex and intersectional issues to ensure that victims receive appropriate support and that all elements of hate crime targeting are adequately acknowledged and addressed.

Finally, while COVID-19 restrictions being lifted meant some parts of the UK population could return to work and their community, a large proportion of Disabled people did not have this experience. The lifting of COVID-19 restrictions, particularly with the level of disorganization and lack of safeguards seen in the UK, meant many Disabled people — already disproportionately impacted by the pandemic⁴⁵ — were simply forgotten about and the impact on them was not considered⁴⁶.

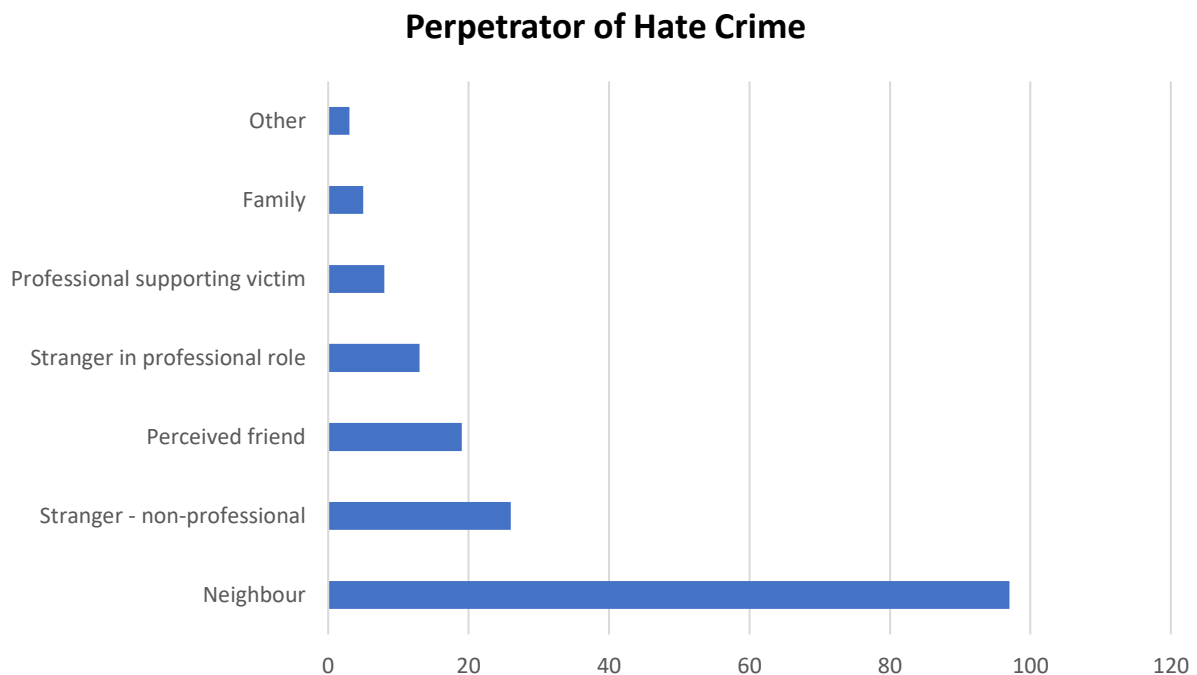
⁴⁴ J. Clayton, C. Donovan, and S. MacDonald. (2021) 'Living with hate relationships: Familiar encounters, enduring racisms and geographies of entrapment. *Society and Space*, 40(1); Donovan, C., Clayton, J., Macdonald, S., Ungureanu, C. and Knight, M. (2021) Exploring 'hate relationships' through Connected Voice's Hate Crime Advocacy Service, Durham University, 2021

⁴⁵ Inclusion London (2020). Abandoned, Forgotten and Ignored, <https://www.inclusionlondon.org.uk/wp-content/uploads/2020/06/Abandoned-Forgotten-and-Ignored-Final-1.pdf>; <https://www.health.org.uk/news-and-comment/blogs/the-forgotten-crisis-exploring-the-disproportionate-impact-of-the-pandemic>

⁴⁶ <https://www.independent.co.uk/news/uk/people-government-england-james-taylor-ms-society-b2019955.html>; <https://www.theguardian.com/commentisfree/2022/jan/26/disabled-people-plan-b-restrictions>

Within this context, perhaps it is not surprising that the proportion of hate crimes against Disabled committed at their homes has risen. This also has implications for evidence gathering to be able to prosecute such cases.

The perpetrators of the hate crime



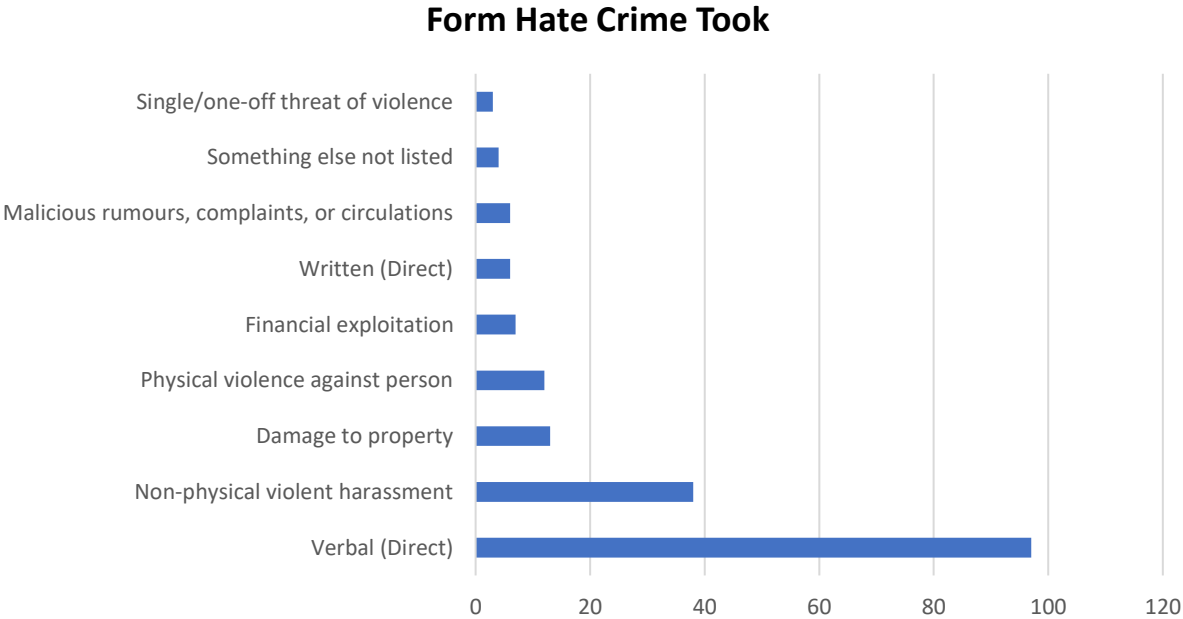
With the data collected about location described above, it is unsurprising that, for cases where the relationship of the perpetrator was recorded, the most frequent perpetrators of hate crime were neighbours of the victim. Over half of all reported hate crimes were carried out by a neighbour. The second most common type of perpetrator, perpetrating 26 hate crimes, were strangers in a non-professional role at the time of the offense. This means, they were not working when the offense took place. There were an additional 13 strangers who were working in an identifiable role at the time they carried out the hate crime.

Perceived friends were a group of perpetrators of hate crime that rose in 2022, resulting in this group making up just over 1 in 10 of the people committing hate crime. The qualitative data from DDPOs also indicated multiple cases where people manipulated and befriended Disabled people, both in-person and online, before carrying out the

hate crimes. Financial exploitation was a common goal of these manipulations.

In 2021, the number of perpetrators who were either professionals directly involved with the individual (such as a support worker) or a stranger working in a professional role at the time (such as a bus driver, shop employee, bank clerk) was 1 in every 10 hate crime perpetrators. This number also rose slightly in 2022-23, to around 1 in 9.

Type of hate crime



Just over half of the disability hate crimes where form of hate crime was specifically recorded involved direct verbal abuse, followed by 1 in 5 involving ongoing or persistent harassment. Physical violence against the individual and damage to their property was each involved in more than 1 in 20 hate crimes.

While the numbers for the remaining forms of crime were lower, there was a noticeable increase in both financial exploitation and malicious rumours, complaints and circulations compared to 2021.

The pattern first noticed in the six-month's report⁴⁷ of the biggest combined pattern of disability hate crime being that committed by neighbours, at the victim's home, involving persistent harassment, remained consistent in 2022-2023.

Additionally, only around half of the cases recorded all the information about location of hate crime occurrence, perpetrator's relationship to the victim, and form the hate crime took. Two of the DDPOs who did not provide this data were part of the CATCH partnership, which took direct referrals more commonly from the police than other DDPOs. It is possible, therefore, that these proportions are an under-representation of the ongoing harassment and level of physical violence involved.

⁴⁷ <https://www.inclusionlondon.org.uk/wp-content/uploads/2022/03/The-DDPO-DHC-Data-Project-First-Sixth-Months.pdf>

Discussion on overall project

The data gathered from the first six months has strengthened in many regards after two years.

The ongoing high proportion of hate crimes occurring at the victim's home and perpetrated by neighbours aligns with the growing findings that disability hate crimes are not primarily committed by 'strangers in the street', a common misconception of disability hate crime. Many of these crimes against Disabled people occur within their own homes, where escaping the constant harassment can be a significant challenge, if not impossible.

Furthermore, it's worth noting that hate crimes are frequently mischaracterised as Anti-Social Behaviour (ASB) or Safeguarding Adults issues. This confusion often leads to these incidents being mishandled, treated as non-criminal matters rather than the crimes they are. An improved understanding of the prevalence of hate crimes being carried out by individuals living in close proximity to the victim can greatly enhance the way these cases are approached and dealt with.

As research into hate relationships continues, Inclusion London hopes to see a shift in the perception of hate crimes, especially within the criminal justice system and organisations supporting victims, aligning more closely with these findings.

At the moment, disability is often not recorded as a targeted identity in the reports of hate crime⁴⁸. By recognizing the elements of coercive control discussed in hate relationship research, professionals can develop a better understanding and recognition of how ongoing hate incidents can and may escalate to becoming hate crimes, and how

⁴⁸ Donovan, C., Clayton, J., Macdonald, S., Ungureanu, C. and Knight, M. (2021) Exploring 'hate relationships' through Connected Voice's Hate Crime Advocacy Service, Durham University, 2021

these may be less obvious when the victim's Disabled identity is being targeted.

The research into hate relationships is also rooted in considering intersectionality from the beginning and taking into account all aspects of an individual's identity. When people are victim to a hate crime, they may be targeted for more than one aspect of their identity. Discrimination, bigotry, and the culmination of those into hate crimes cannot be properly understood from a single dimension of discrimination⁴⁹.

As with our early findings, the work DDPO hate crime advocates and teams provide is diverse, bespoke, time intensive, and long-term. For some DDPOs, support continues on and off for a year or more as the emotional and mental toll of hate crime victimisation can take a long time to recover from. In the past 12-months, funding decisions have not changed dramatically to provide resources for capacity beyond front-line work and, as demonstrated by the loss of the DDPOs from our data project, securing funding to support victims remains an area of great difficulty.

We also referenced in this report how it was the expertise of hate crime advocates that not only led to satisfactory outcomes for the victims, but also meant that they recognised the signs of hate crimes even if the victim did not realise that was what they were experiencing. Specialised hate crime advocates, working in the community and accessible to local Disabled people, can provide support that cannot be provided by other services⁵⁰.

Inaccessibility remains a significant barrier and has not improved with the COVID-19 restrictions being lifted. One-size-fits-all approaches inevitably lead to barriers for many groups of Disabled people; what is

⁴⁹ <https://www.enar-eu.org/wp-content/uploads/intersectionality-report-final-3.pdf>

⁵⁰ <https://www.inclusionlondon.org.uk/wp-content/uploads/2022/09/FINAL-HC-Advocates-for-DDPOs-HC-Secondment-August-2022.pdf>

more accessible for one Disabled person may very well be completely inaccessible for another. Greater flexibility is a necessity for removing the barriers to reporting disability hate crimes, especially given that this is often the main — sometimes only — measure by which third-party reporting centres are judged⁵¹.

The third sector needs to move towards using a more intersectional approach⁵², to ensure that it meets the needs of the diverse population in the UK. DDPOs are no exception, and especially not in hate crime work or advocacy. To ensure that there is ongoing capacity building to meet the needs of all Disabled people, the way services are funded needs to be changed. Too many short-term funding contracts and the system of funding means small organisations must compete directly against each other for what available funding there is. This does not benefit victims or the staff working for DDPOs.

Finally, while the value of experts-by-experience within DDPOs has been well demonstrated throughout this report, mainstream services not provided by DDPOs also have responsibilities. Beyond just complying with the basic letter of the Equality Act, these services need to work with DDPOs and Disabled people to improve the accessibility of their services. As shown by the inaccessibility described throughout this report, many services are far from being fully accessible.

⁵¹ College of Policing, National Policing Hate Group (2014) *Hate Crime Operational Guidance (C118/0514)*. Coventry: College of Policing Limited. Available at: <https://www.college.police.uk/What-we-do/Support/Equality/Documents/Hate-Crime-Operational-Guidance.pdf>

⁵² <https://fundraising.co.uk/2021/03/05/why-diversity-and-inclusion-is-critical-for-the-third-sector-as-we-move-out-of-lockdown/>; <https://www.acevo.org.uk/influencing/diversity-in-the-charity-sector/>

Future Work

The initial phase of this project ended in March 2023. Based on the findings of this initial research, Inclusion London have planned a focused continuation that would continue to explore quantitative findings while also improving on the qualitative data.

In collaboration with the CATCH partnership, we hope to continue analysing multiple-bias hate crimes involving Disabled victims. At the same time, we plan to work directly with organisations that support: Deaf victims, victims with chronic or energy-limiting conditions, and victims with mental distress and trauma.

In discussion of disability hate crime, often the focus is on victims with physical disabilities, learning disabilities, or autism. These are, of course, important areas of research and it is positive to see ongoing work in this area. However, as there is already academic and data-based attention on these groups, we wanted to explore Disability hate crime amongst other Disabled people who had not yet been included in as much literature.

Depending on funding, we aim to explore more in-depth issues relating to hate crime against Disabled people and how the support of DDPOs benefits victims and achieves positive outcomes. We are particularly interested in how Disabled people experience barriers when trying to report crime and what could be done in practice to reduce or remove these barriers entirely. We are also exploring opportunities to better include intersectional perspectives in both research and front-line work; learning how multiple bias hate crime impacts victims and what can be done to improve current support and services.

Another strand of work that has come about from the work of the issues discussed by the London DDPO HC Partnership members is establishing an effective means of supporting frontline staff in their work with hate crime victims. Initially, this will be in format of a bi-monthly peer support group, though this may evolve with the needs of the group.

The development of this group may take different forms over the next few months, particularly given how many hate crime advocacy projects have closed due to loss of funding. These projects did not lose funding due to a lack of need, so we know that advocates from various projects across DDPOs are supporting victims of all types of crime, including hate crimes.

As we move ahead with this essential work, we aim to create practical, actionable strategies that can be deployed by organisations and services — within the community and specifically within the criminal justice system — to improve support for Disabled victims of hate crime. The insights we gain from our research will also have wider-reaching implications, equipping us with the knowledge to better assist other Disabled victims of crime.

About Inclusion London

Inclusion London supports over 70 Deaf and Disabled Organisations working across every London borough. Through these organisations, our reach extends to over 76,000 Disabled Londoners.

About the London DDPO Hate Crime Partnership

The London DDPO Hate Crime (HC) Partnership was set up in 2018. It is the only Pan-London partnership between Deaf & Disabled People's Organisations (DDPOs) working to combat hate crime against Disabled people in London. This is the only partnership of its kind in the UK.

We represent DDPOs at over 20 key strategic meetings a year to influence policy and decision makers. We work closely with the wider MOPAC Hate Crime Partnership (Community Alliance to Combat Hate or CATCH) via Stay Safe East, led by Galop, who provide support across all hate crime strands and whose membership includes DDPOs from this partnership.

The 26 DDPOs currently involved in this partnership offer different levels of Hate Crime support, including Specialist HC Advocacy, Peer Advocacy and Support, Awareness raising and Third-Party Reporting Centres.

As the lead organisation of this partnership, Inclusion London provides capacity building to strengthen the network of support, hate crime data and insights and strategic policy and campaigning work so that no Disabled person needs to suffer alone if they experience Hate Crime.

About the HC Data and Insight Project

Since March 2021, the London DDPO HC Partnership has a Hate Crime Data & Insight Officer based at Inclusion London leading on the Hate Crime Deaf & Disabled People Organisations Data Collation Project, which works with key Deaf & Disabled People Organisation members of this partnership, based across London to provide qualitative and quantitative data on the work of Deaf & Disabled Peoples' Organisations, specifically looking at the reasons for the disparity between official reports to the Metropolitan Police and the work provided to victims of hate crime by Deaf & Disabled Peoples Organisations.

Our Hate Crime Data & Insight Officer also works for the partnership to collect data and insights across multiple sources, to uncover hidden hate crime; in the media, serious case reviews, safeguarding adults and anti-social behaviour reports.

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