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# Successes and challenges of delivering hate crime community projects

A summary of evaluations from the Hate Crime Community Project Fund, waves 1 and 2

Research Report 115

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The views expressed in this report are those of the authors, not necessarily those of the Home Office (nor do they represent Government policy).

# Glossary of terms

Below is a list of definitions for evaluation terms used throughout the report.<sup>1</sup>

Term	Definition
<b>Activities</b>	Processes, tools, events, technology and actions that are an intentional part of programme implementation. These activities are used to bring about intended programme changes or results.
<b>Impact</b>	The long-term fundamental intended or unintended change occurring in organisations, communities or systems due to project activities.
<b>Outcomes</b>	Changes in project participants' knowledge, attitudes, behaviour, wellbeing and skills that are achieved due to programme activities. Outcomes can be short, medium and long term.
<b>Outputs</b>	Direct products of project activities and may include types, levels and the targets of services delivered by the project. This can include, for example, number of participants that completed a workshop.
<b>Target audience</b>	The group of individuals that are the intended recipients of a programme's activities.

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<sup>1</sup> The definitions are based on those provided in W.K. Kellogg Foundation (2017)

# Executive summary

This report brings together findings from 15 projects delivered between 2016 and 2018, funded by the Hate Crime Community Project Fund. The diverse activities delivered by projects aimed to tackle hate crime through four overarching goals:

- Prevention
- Awareness-raising
- Improving victim support
- Reporting hate crime

Findings presented here are drawn from project self-evaluation reports. By bringing them together, this report aims to highlight overarching elements of 'good practice' and lessons learnt that may be useful for future community projects. Lessons learnt from the hate crime projects and this report will be used to help shape policy to tackle hate crime going forward.

## Overview of projects

Projects' intended audiences fell into four broad categories:

- The general public, including specific communities or groups within the general public
- Victims
- Practitioners
- Perpetrators (or potential perpetrators)

Most projects aimed to target more than one audience group. The key target audiences for projects across both waves of the fund were victims and specific communities within the general public, while perpetrators were the least common target audience.

Projects undertook a wide range of activities and all individual projects did more than one type of activity. The most common were awareness-raising workshops, training sessions and producing outputs, such as guidance or films.

## Target audiences and participants

For projects to be effective at working on issues related to hate crime, it was important that the views and needs of their specific target audience(s) were addressed, and content was tailored to them.

- **Accessibility was key, particularly for projects for victims of hate crime.**
  - This meant ensuring the medium of delivery was user friendly; the language appropriate (including considering English language proficiency); and consideration of other factors that may be associated with the five hate crime strands (e.g. faith

requirements in an interfaith group, accessibility needs for individuals with specific disabilities etc).

- **Participants' views were important for effective project delivery.**
  - Having their views central to the development of project aims and objectives, as well as content, provided projects with added value in reaching their target audiences.
  - As a minimum, consulting the end users of any project (e.g. victims) was believed to be good practice prior to delivery and roll-out.

## Using local partnerships and experts

Relationships with local partners who were either working with the target audience or who had a good understanding of local issues enabled projects to engage more effectively with participants, particularly those who may have additional vulnerabilities. For example:

- **Participants appeared more comfortable to be involved in projects** and to disclose sensitive information.
- **Participants' familiarity with individuals or organisations delivering the project could help break down barriers to engagement.**
  - This was the case where participants had previous contact with individuals or organisations, or where they had a general awareness of the organisation but no direct contact.
  - Participants may feel more represented, that their needs are taken seriously, and that projects had an additional level of legitimacy in carrying out their work.

## Engaging content

Engaging and empowering content was believed to be key to maintaining interest among participants and increasing the likelihood of projects achieving positive outcomes. This was particularly the case with young people and projects operating in schools.

- **Audience participation and open discussion** were considered effective methods to engage audiences, as opposed to presentations where the audience was not able to participate.
- **It is important that content is accessible** and delivered in a way that allows participants to actively reflect on and question, while considering the needs of the target audience.

## Delivering sensitive content

Projects recognised that content of materials and discussions could be distressing for participants, but also that it could be critical in effective delivery. Projects outlined how to present this content ethically while ensuring the maximum benefit and influence on their target audiences:

- **Safe spaces were important to ensure participants' full engagement.**
  - Victims needed to feel they could articulate distressing experiences whereas perpetrators needed to be given the opportunity to explain their journeys and actions without judgement or consequence.
  - Members of the public wanted to know that they would be able to express their

honest views in a receptive setting that promoted critical discussion.

- **All participants needed to feel they had access to support**, both during and following project participation.
  - This could often be effectively managed by an experienced facilitator; someone with the training, skills and confidence to manage difficult discussions and tensions between participants with opposing views, while directing the discussion in a constructive manner.

## Specific techniques

Some projects highlighted specific techniques to challenge norms associated with hate crime and influence the thoughts and behaviours of different groups.

- **The use of storytelling and personal experiences allowed projects to share lived accounts of hate crime.**
  - This may help participants to deal with their own experiences of hate crime.
  - It may also provide a level of clarity and transparency to what constitutes hate crime and how serious the consequences can be.
- **Online campaigns appeared to enable projects to access more people than initially expected**, including those not directly involved or targeted.
  - This method can support an indirect raising of awareness and signposting while also increasing knowledge of the programme more widely.



# 1. Introduction

A hate crime is defined as any criminal offence or incident perceived by the victim, or any other person, to be motivated by hostility or prejudice towards someone based on their race, religion, sexual orientation, disability or transgender identity (Home Office, 2016). Since the very nature of hate crime means that an individual is targeted due to an aspect of their identity, hate crimes can have a profound impact on victims (Home Office, 2018a). Hate crime may also negatively impact wider communities by increasing fear of crime, feelings of isolation, and hostility between individuals and groups in the local communities (Williams & Tregidga, 2014).

## 1.1. Hate Crime Action Plan

In recognition of the harms caused by hate crime and the need to tackle it, the Government launched the Hate Crime Action Plan in July 2016 (Home Office, 2016). The Action Plan set out a wide-ranging four-year programme which outlined the Government's plans to address hate crime in England and Wales. The aims of the plan were to:

- prevent hate crime
- respond to hate crime in communities
- increase the reporting of hate crime
- improve support for victims of hate crime
- build understanding of hate crime

## 1.2. Hate Crime Community Project Fund

One of the key elements included in the Action Plan was the development of the Hate Crime Community Project Fund (HCCPF) by the Home Office. The HCCPF provides funding for community organisations to deliver projects which aim to tackle hate crime by working with communities affected by it.

- The first wave of the HCCPF awarded funding to nine community projects and ran between December 2016 and June 2017.
- The second wave awarded funding to seven community projects and ran between November 2017 and June 2018.
- A third wave of funding was announced by the Home Office in October 2018. Five projects secured funding and began delivery in April 2019 and are due to run until spring 2020 (Home Office, 2018b).

This report, produced by NatCen, looks across the evaluation reports produced by 15 projects and summarises what the fund has achieved, and the lessons learnt from the first two waves

of funding.<sup>2</sup> In drawing together this learning from the funded projects, the HCCPF intends to add to the evidence about ‘what works’ in community hate crime interventions.

There is currently very little in the hate crime literature that brings together evidence and learnings from projects that seek to reduce and challenge hate crime. This report is valuable as it adds to this limited evidence base with collective analysis and discussion.

### 1.3. Evaluating the fund

Each project had to evaluate their work and produce an evaluation report. Self-evaluation can have limitations – it can make it more difficult to ensure findings are objectively presented, and there will be variable levels of evaluation expertise, capacity or experience within organisations. However, given the limited scale of the grants, self-evaluation was selected as the most proportionate and practical means for evaluation.

Following wave 1, projects provided feedback that they would appreciate more support with their evaluations. Consequently, for wave 2, the Home Office provided further evaluation guidance, including toolkits and advice from an independent evaluation adviser, and the quality of the evaluations and their reporting improved. This approach to self-evaluation had additional benefits as it built evaluation capacity within the projects and increased understanding of how evaluation could add value to their work. In turn it is hoped that this will support organisations in contributing to evidence development and sharing of good practice beyond the lifetime of the funding.

The most common evaluation approaches used by projects were:

- questionnaires (both pre- and post-intervention, and post-intervention only)
- qualitative data collection (including interviews, focus groups and open text questionnaires)
- analysis of administrative data

There is variation in the quality of the outcome data available across projects, which is to be expected given the resource and infrastructure constraints (particularly for smaller service providers), project and evaluation timelines, sample size of target audiences, and small response rates in some cases.

Another challenge for outcome measurement is how to interpret the data collected. As projects did not carry out impact evaluations,<sup>3</sup> they are unable to attribute an outcome solely to a particular service or intervention. Changes in questionnaire data between pre- and post-intervention can be seen as *indicative* of direction of travel.<sup>4</sup> Quotations from the evaluation reports’ qualitative findings have also been included in this report for context and illustrative purposes. The findings summarised in this report should be interpreted with these limitations in mind.

To produce this summary report and ensure consistency in the data extraction approach across individual project evaluation reports and among researchers, an extraction guide was developed by NatCen. Further detail on the approach used can be found in Appendix A.

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<sup>2</sup> Sixteen projects were funded, but a project from wave 1 was not included in this research as consent was not received from project staff within the required timeframe. As such, findings and conclusions in this report are based on the 15 projects that were included.

<sup>3</sup> This would involve using a quasi-experimental or experimental design like a randomised control trial, which has practical and ethical challenges.

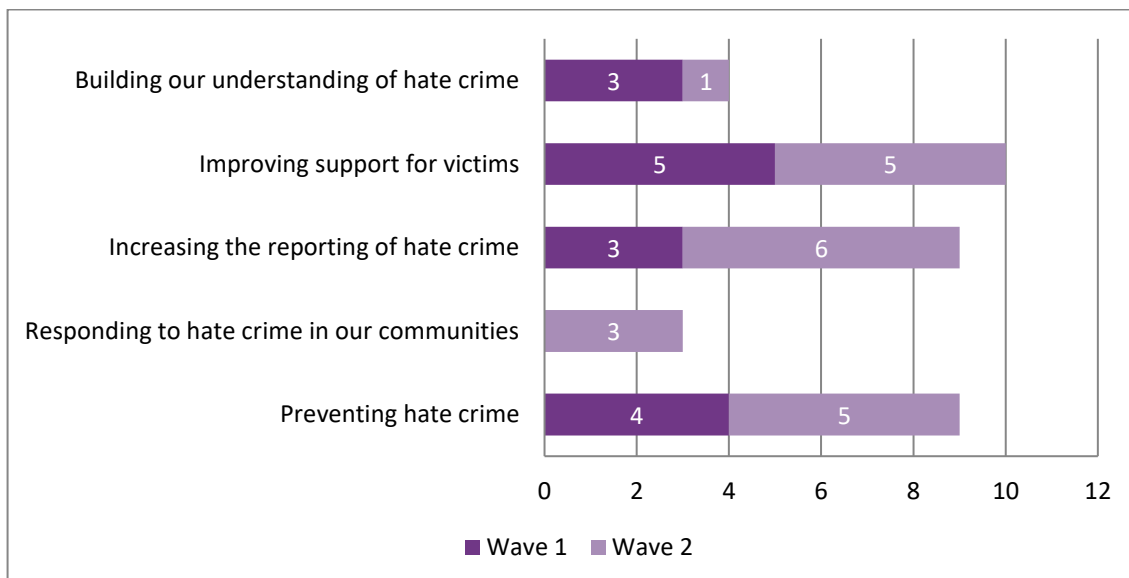
<sup>4</sup> Findings were not tested for statistical significance and are not necessarily representative of the wider population.

## 2. Overview of projects

This chapter provides a brief overview of the projects across waves 1 and 2 of the fund. It considers project aims and focus, their target audiences and their activities.

### 2.1. Project aims

The overall aims of the fund reflect the five Government aims listed in section 1.1, from which projects identified specific aims. As illustrated in Figure 1, the most frequently addressed aims across both project waves were preventing hate crime, increasing the reporting of hate crime and improving support for victims. The two aims of responding to hate crime in communities and building understanding of hate crime were less likely to be targeted by individual projects but are central to the collective aim of the fund.



**Figure 1: How projects addressed the Government's aims**

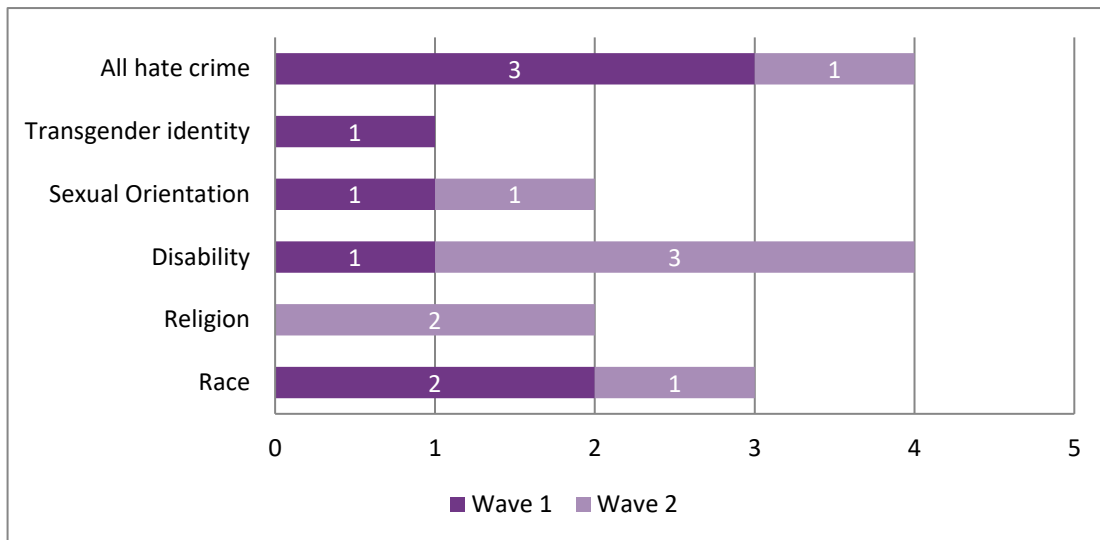
*Note: These numbers add up to more than the total number of projects because projects often addressed more than one of the Government's aims.*

Figure 2 below illustrates that disability hate crime was the most common strand addressed across the projects. Projects also frequently focused on all forms of hate crime. The least commonly addressed strand was transgender identity.

Projects that focused on race-related hate crime either worked across races or focused on:

- recently arrived immigrants
- the Eastern European community
- Roma communities
- Asian communities

Projects focusing on religious hate crime either specifically targeted anti-Muslim hate crime or worked across all faith groups.

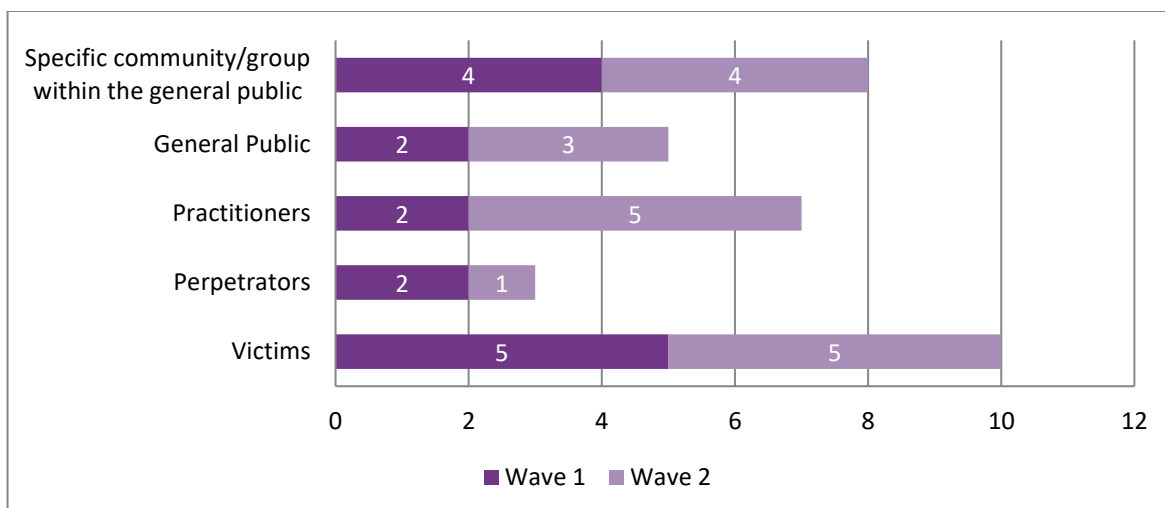


**Figure 2: The hate crimes focused on by strand projects**

*Note: These numbers add up to more than the total number of projects because one project targeted two different hate crime strands.*

## 2.2. Target audiences

Projects' intended audiences fell into four broad categories: the general public (including specific communities or groups within the general public), victims, practitioners and perpetrators. As illustrated in Figure 3, the key target audiences for projects across both waves of the fund were victims and specific communities within the general public. Figure 3 has separated projects targeting the general public overall from those aiming to reach specific communities/groups within the general public. In the rest of the report they will be considered together.

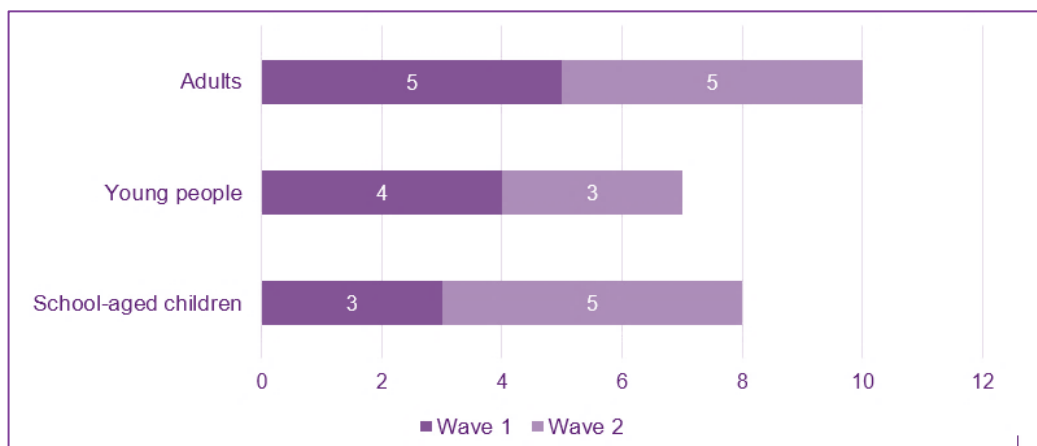


**Figure 3: Projects' intended audiences<sup>5</sup>**

*Note: These numbers add up to more than the total number of projects because projects frequently targeted more than one audience type.*

<sup>5</sup> One project intended to work with young people from Young Offender Institutions. However, it was not clear from the project's evaluation report whether this was achieved, so the project has not been included in the perpetrator-focused group.

Projects targeted school-aged children, young people (of which there was no agreed definition in the evaluation reports) and adults, as illustrated in Figure 4.



**Figure 4: Projects' target age groups**

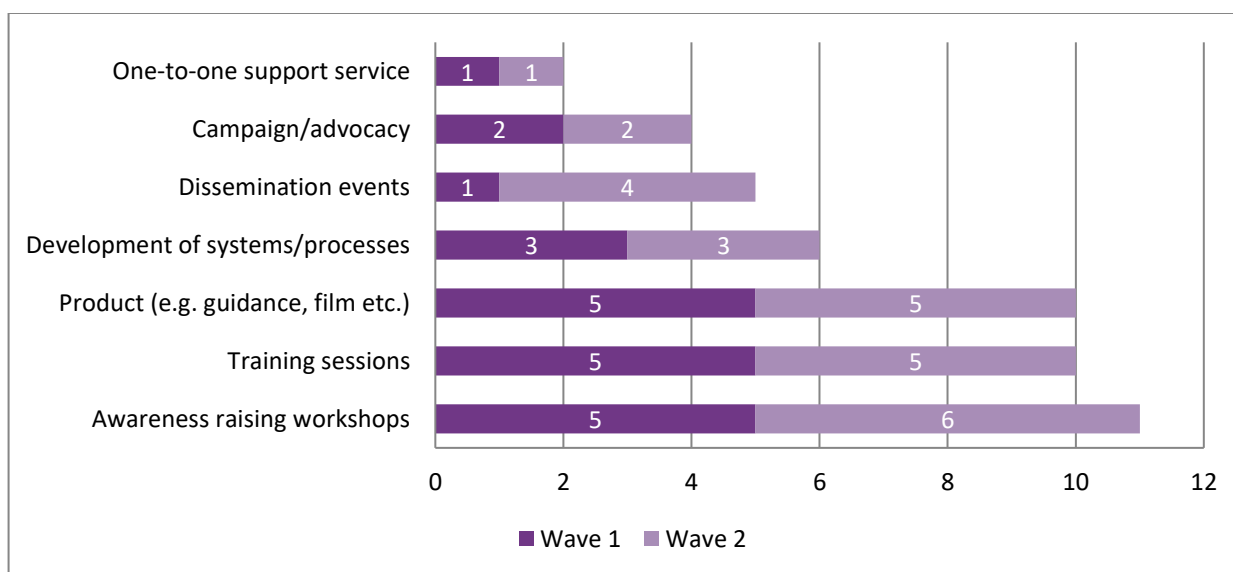
*Note: These numbers add up to more than the total number of projects because projects frequently targeted more than one age group. Additionally, these groups are not mutually exclusive, and are based on the projects' definitions of the ages of the groups they were working with. For instance, there was no agreed definition of young people between the projects.*

## 2.3. Activities

This section outlines the number of projects undertaking each type of activity and the approximate scale of engagement across the target audiences.

### 2.3.1 Type of activities

A wide range of activities were delivered by projects across waves 1 and 2 and all projects undertook more than one type of activity. Figure 5 illustrates that the delivery of workshops and training sessions, as well as producing outputs such as films or guidance, were the most commonly undertaken. Only two projects delivered a one-to-one support service. Additional detail on activities is provided throughout this report.



**Figure 5: Project activities**

*Note: Some projects delivered additional activities that were not their primary focus and are therefore not included in Figure 5.*

### 2.3.2 Scale of engagement with activities

The scale of engagement refers to the number of people that projects engaged with, either directly or indirectly. Information about scale was not always provided in the evaluation reports and therefore the true scale is likely larger than reported. Table 1 provides an overview of the known scale of engagement across projects' activities.

Perhaps unsurprisingly, general public-focused activities were able to reach the largest number of people. Based on information available across reports, projects engaged directly with more than 4,500 individuals and indirectly with nearly 1 million. Perpetrator-focused activities reached the lowest number of people (84). Nonetheless, it is encouraging that projects aimed to work with perpetrators, given the challenges with their identification and recruitment (see section 6.5).

It is not possible to indicate the scale of engagement with victim-focused activities due to missing information in project evaluation reports. However, one project had received 24 reports through their hate crime reporting website and supported 103 users through their web chat service. Another project supported four people through their extended advice line.

**Table 1: Scale of evidenced engagement across projects' activities**

	Type of activity	Direct encounters with participants	Indirect encounters with participants (e.g. accessing content)
<b>General public-focused</b>	Workshops	More than 3,600 <sup>6</sup>	N/A
	Training	More than 196 <sup>7</sup>	N/A
	Campaigns/advocacy	N/A	More than 810,000 <sup>8</sup>
	Film viewings	N/A	More than 182,000
	Dissemination events	821	N/A
	Total	4,617+	992,000+
<b>Practitioner-focused</b>	Training	450	N/A
	Accessing guidance	N/A	820
	Total	450	820
<b>Perpetrator-focused</b>	Workshops	59	N/A
	One-to-one service	25	N/A
	Total	84	N/A

<sup>6</sup> For two projects the number of workshop attendees was not stated.

<sup>7</sup> For one project the number of training attendees was not stated.

<sup>8</sup> For one project the number of people reached via the campaign was not stated.

## 3. General public-focused activities

This chapter discusses the issues addressed, activities, and outcomes for projects delivered to the general public or a specific sub-section of the general public. For the purposes of brevity, we will refer to this as ‘general public-focused’ from now on. This chapter also provides reflections and lessons learnt for future work seeking to deliver content for the public. Table 2 summarises the projects and evidence referred to in this chapter.

**Table 2: Summary of general public-focused activities**

Number of projects	 Activities	 Evidence/ evaluation methods
<p><b>5</b> General public</p>	<ul style="list-style-type: none"> <li>• Awareness-raising workshops</li> <li>• Training to establish ambassadors</li> </ul>	<ul style="list-style-type: none"> <li>• Questionnaires (pre- and post-intervention, or post-intervention only)</li> </ul>
<p><b>8</b> Sub-group specific</p>	<ul style="list-style-type: none"> <li>• Awareness-raising campaigns</li> <li>• Film production</li> <li>• Dissemination events</li> </ul>	<ul style="list-style-type: none"> <li>• Focus groups</li> <li>• Participant end-of-project reports</li> <li>• Anecdotal feedback</li> </ul>

### 3.1. The issues to be addressed

Projects highlighted a lack of awareness or understanding about hate crime as a priority and aimed to increase awareness of reporting and the support available for potential victims. Raising the profile of hate crime and its impacts was believed to be necessary to encourage action against hate crime by communities, and in discouraging perpetrators.

Projects outlined a range of intended outcomes to address these issues, related to:

- **Knowledge:** increases in awareness and understanding of hate crime, its impact, how to report it, and the experiences of people from different groups who may experience it.
- **Attitudes:** increases in empathy towards others and increases in willingness to take action against hate crime.
- **Behaviours:** increases in recognition of hate crime victimisation and decreases in perpetration of hate crime.
- **Wellbeing:** increases in overall confidence and self-esteem among groups of people recognised by hate crime strands.

To achieve these outcomes, projects focused on awareness-raising which included workshops, training sessions, anti-hate crime campaigns, film production and dissemination events. These are discussed in turn below.

## 3.2. Awareness-raising workshops

Awareness-raising workshops were either one-off or intensive multi-session workshops. Both types featured guest speakers, such as professionals working in the criminal justice sector and those from third-sector organisations that worked with victims of hate crime or victims more generally.

- **One-off workshops:**
  - These were often delivered in schools, with four projects taking this approach.
  - They were presentation-based, followed by a question and answer session.
- **Multi-session workshops:**
  - These involved smaller groups of up to 15 people who came together several times, with sessions covering a range of topics or guest speakers.
  - Six projects delivered multi-session workshops.
  - The sessions enabled participants to work together in developing a product as a group (e.g. recommendations or ideas for strategies to improve approaches to tackling hate crime in schools).

These approaches appeared successful in increasing awareness and understanding of:

- strands covered by hate crime
- acts that constitute a hate crime
- the potential impact of hate crime
- reporting pathways
- experiences of individuals who may be victimised

Data from questionnaires across projects suggested an increase in knowledge about hate crime over time, to varying degrees. For example, questionnaire responses from a project that delivered separate workshops to disabled adults and children noted a substantial increase in the proportion of participants who understood what a hate crime is. Before taking part in the multi-session workshops, only a minority of adults and children reported understanding what hate crime is, while after the workshops, all adults and children reported knowing what hate crime is.<sup>9</sup> For another project, 65% of 898 participants reported that they believed vandalism could be a hate crime prior to undertaking the one-off workshop in their school. In the post-workshop questionnaire, this increased to 80% of the 564 participants that completed the questionnaire.<sup>10</sup> However, there was a relatively high level of baseline knowledge of hate crime for these specific participants, limiting the potential for improvement. It may also mean that they were less likely to require intervention or programme benefits. Regardless, these types of findings are promising.

Projects also suggested that workshops increased participants' knowledge about the different ways to report hate crime. However, attitudinal outcomes in relation to willingness to report varied across projects. For example, one project delivering one-off workshops to adults with a specific

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<sup>9</sup> The project's evaluation report did outline the specific proportion of adults and children who reported understanding what hate crime is pre- and post-intervention. However, as the evaluation report did not provide the full question that was asked of participants to reach this outcome, the specific details have not been included in the report.

<sup>10</sup> The project did not match questionnaire responses pre- and post-intervention, and the response rate was lower post-intervention, which might have implications for the representativeness of the sample.



type of disability reported that some participants recognised themselves as victims of hate crime and believed they should have reported the incident after the workshops. However, questionnaire responses from another project delivering one-off workshops to school students did not show a change in willingness to report, although they did demonstrate an increase in awareness. This highlights that increased awareness of hate crime does not necessarily result in increased reporting. As discussed in section 4.5, young people in particular may have negative views of reporting. As such, future projects working with young people may wish to focus on raising awareness of victimisation and on encouraging reporting, including understanding any barriers that need to be overcome.

Focus group findings from a project delivering a multi-session workshop with 15 adults and young people suggested that participants' knowledge of hate crime increased, particularly around the number of strands covered by legislation. In the focus group discussions, participants highlighted that involvement in the project resulted in them being more open-minded, more willing to speak to people they would otherwise not have and more willing to intervene in situations where others say something unacceptable. That young people and adults took part in the same sessions was seen as helping to maximise these perceived impacts.

These findings suggest that delivering workshops can be a valuable approach. One-off workshops may be useful for overall awareness-raising as they tend to reach larger numbers of people, while multi-session workshops may be more appropriate to encourage in-depth understanding and attitudinal changes for smaller groups.

### 3.3. Training to establish ambassadors

These activities involved training young people to become advocates or ambassadors in tackling hate crime, to enable them to embed learning from the project beyond its lifetime. Examples included promoting counter-narrative work with transgender young people, equipping them with knowledge to tackle online hate speech; and training young people to become ambassadors promoting inclusive environments in their schools.

Anecdotal feedback from participants in two projects that provided this training suggested that the training increased participants' knowledge of how and when to report hate crime, as well as their confidence in reporting. Participants felt that being associated with these projects allowed them to influence real change in combatting hate crime. All eight questionnaire responses from teachers in the schools highlighted that they felt that the ambassador roles improved students' confidence and their ability to educate others.

Students wanted to continue undertaking project activities following its conclusion, with some wanting to encourage change beyond their school into the wider community. Another school-based project providing training for ambassadors highlighted that individuals not formally involved in the project were interested in learning more about it and in becoming ambassadors in the future. Students' enthusiasm suggests that establishing ambassadors may promote the potential impact of projects beyond their conclusion.

Interview and focus group findings from a school-based project aiming to increase awareness of hate crime directed towards the LGBTQ+<sup>11</sup> community suggested that establishing ambassadors in schools seemed to be successful in encouraging wider conversations around equality and diversity, resulting in some students coming out to both peers and staff. The use of symbols such

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<sup>11</sup> Lesbian, gay, bisexual, transgender and queer (or questioning) and others

as badges and rainbow lanyards were seen as important in promoting an inclusive environment that allowed students to be open about their sexual orientation and/or gender identity.

***“Since we had our badges on etc, there have been more [students] come out as bisexual, lesbian or gay. More people feel comfortable, because I’ve known friends who have taken ages to come out. Now people are talking about it.”***

***“In one of our groups we had three students had come out with regards to being involved in the LGBTQ+ community or as bisexual and the three students in that small group setting, you never would have guessed they’d have had that confidence.”***

Wave 2 project, quotations from evaluation report

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### 3.4. Awareness-raising campaigns

Campaigns aimed to increase awareness of hate crime, highlight its potential impacts and provide signposting to reporting mechanisms. Campaigns mostly took place online on Facebook, Twitter and on organisations’ websites, and often included films and case studies that were developed in collaboration with individuals from affected communities. This included direct victims of hate crime as well as individuals from communities that have characteristics related to the five hate crime strands.

While most projects were unable to measure outcome data, a project that focused on increasing awareness of a specific type of disability uploaded a questionnaire on their website prior to launching their campaign and on completion. Although those responding to the survey at both time points were not necessarily the same, the findings highlighted that 76% were aware of the hate crime legislation pertaining to this disability post-intervention, compared to 49% pre-intervention. Open text survey responses suggested that respondents felt they gained insight into reporting hate crime. It was unclear in the project’s evaluation report whether this increased insight was a result of the campaign specifically, or whether it was a result of the campaign generating traffic to the organisation’s website and social media more generally.

Engagement by people with the disability suggested that the campaign was received positively and that it may have encouraged some people to share their own experiences.

***“Thanks for sharing this. It’s heart-breaking how nasty people can be. I got bullied a lot during school due to my looks, as I was born with [type of disability] and it’s so sad how cruel people can be to anyone who is unique. Thanks for sharing.”***

***“Thank you to the wonderful people here for making this film, my daughter has [type of disability] too and she has people staring and making comments too...”***

Wave 2 project, quotations from evaluation report

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These findings suggest that online awareness campaigns can reach a multitude of people, and involving those who have experienced hate crime in the past may make them more compelling to the wider community, including others affected by hate crime. Online campaigns were also able to reach large numbers. For example, a project that aimed to reach 2,500 people through their campaign reached nearly 232,000, and another that aimed to reach 50,000 people reached approximately 192,000.

### 3.5. Film production

Films aimed to highlight hate crime as a societal issue and provide insight into its impacts. They also served as skill and confidence-building opportunities for participants, who were at the centre of the design and production process. Films were produced in partnership with companies to ensure the necessary expertise and equipment for development and delivery. The films were used as part of awareness-raising campaigns or distributed directly to those who could share them more widely, such as schools.

Informal feedback on a film involving people with learning disabilities suggested that it was well received by students and teachers from schools and other professionals, some of whom asked to receive a copy once the film had been officially launched. Films were generally perceived as impactful ways of illustrating the effect that hate crime can have on individuals.

Anecdotal feedback from project staff suggested that participants increased their understanding of hate crime, including their confidence in discussing its consequences with others. Findings from reports that participating students wrote after their involvement in another project highlighted that the film production process was engaging for them, and that they were proud of the final product.

*“My favourite thing was the video as it was the funniest to make and in the assembly the results were really rewarding and I was very proud of it.”*

*“When working on this project I felt confident that I could really make a difference in my school. The film I made, I thought it inspired people.”*




Wave 2 project, quotations from evaluation report

This suggests that producing and distributing films may be useful as an activity to increase the knowledge and confidence of those involved; specific benefits appeared to be the interactive nature of film production and the sense of achievement and pride over the final product.

### 3.6. Dissemination events

Dissemination activities included hate crime awareness days and project launch/closing events and assemblies. They were always delivered alongside at least two other types of activity. They aimed to raise awareness of the projects themselves and to highlight what they had achieved with their funding. The events often involved participants presenting to various audiences such as other school students, parents, members of the community and local authority representatives. Examples are outlined in Table 3.

**Table 3: Examples of dissemination events**

Project participants delivering assemblies in school, in which they shared acquired knowledge and suggestions on what could be done to address hate crime motivated by religion.	
Project staff and participants putting on a theatre production highlighting what constitutes hate crime, the impact of hate crime and reporting opportunities.	
Project staff and participants setting up interactive stalls at popular community events to highlight the project’s achievements and to gather community members’ hate crime experiences.	

Events were generally received positively by project participants and attendees. Feedback from attendees at an event aiming to increase awareness of restorative justice was positive, with all nine who completed the feedback questionnaire saying it had increased their knowledge of hate crime and restorative justice. More generally, project participants viewed events as a good opportunity to showcase what their intervention had achieved. As highlighted in the quotes below, feedback from students in one project noted how being involved in presenting served to increase their overall confidence. As such, projects may have wider outcomes beyond their focus on hate crime.

*“When I started, I didn’t know what I was going to do and I was very nervous. I’m very shy. But talking to people from other schools helped me to interact with other people. I learnt a lot of things, I learnt to present an assembly by making it exciting...”*

*“[The project organisation] has helped me to be less shy.”*

*“With this project I have done speeches in front of my year group which has improved my confidence.”*

Wave 2 project, quotations from evaluation

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### 3.7. Reflections on working with the general public

From their experience of delivering activities with the general public, projects provided several key learning points. This section includes reflections from projects that worked with the general public as a whole, as well as projects that worked with specific sub-sections, such as the LGBTQ+ community or school students.

#### *Lack of awareness of hate crime*

On the whole, projects noted a lack of awareness of hate crime among the general public and a limited understanding of what constitutes a hate crime. For instance, participants considered hate crime to be crimes motivated by racism, but not crimes motivated by homophobia. Projects also noted that some specific groups within the general public expressed a particularly low level of awareness of hate crime, for instance some immigrant populations.

#### *Recruitment*

Successful engagement with social media, and the media more generally, enabled projects to reach wider audiences, such as using videos as adverts on social media. Projects also used word of mouth, for instance members of a citizen’s jury spoke to friends and family about the project.

#### *Creating projects for specific groups*

Projects working with the general public highlighted the need to consider the specific circumstances of the population they were working with.

- **Appropriate for the local area**

Projects noted that hate crime presents differently in different areas, so projects need to be aware of their local context. For example, an organisation that works with disabled individuals in a rural area highlighted that in more diverse urban cities, hate crimes committed against people with learning disabilities might also include racist elements,

which is something that they are not as familiar with. The project overcame this challenge by adapting the film content to be appropriate for the different areas it would be viewed.

- **Appropriate for the participants**

Projects targeting the general public needed to consider the composition of the communities they are targeting, and ensure they met their needs:

- **Language:** Projects need to be aware of their participants' preferred language and the potential of this in facilitating engagement. For example, one project noted that their service was not accessible to those with English as a foreign language.
- **Disabled participants:** Projects that worked specifically with disabled participants, as well as those who worked with the general public as a whole, noted the importance of ensuring their project was accessible for those with disabilities. For instance, British Sign Language users provided feedback that engaging in the project was difficult for them due to the use of spoken English in their oral presentations. Strategies for ensuring projects were more accessible included providing resources in a variety of formats, such as video, and providing additional support with project activities depending on participant need.
- **Timing:** Projects should avoid assumptions about what times will be appropriate for their participants. Evenings might not be convenient, and participants may not be able to make the same time each week. Projects suggested running activities at a number of times each week and allowing participants to join whichever was most convenient to them.
- **Young people:** Projects noted that young people responded better to more interactive activities and tended to disengage from traditional presentation and workshop formats. Projects suggested involving young people by giving them the opportunity to share and discuss ideas.

### *Content of project*

Reports provided useful reflection on the content of projects addressing hate crime.

- **Distressing content**

Projects should consider the possible impact of using distressing content on participation. For example, one project believed they had difficulties with engagement because their project activities required participants to expose themselves to hateful messages. While this type of content needs to be managed sensitively, the projects also highlighted how powerful sensitive material can be, and no project suggested removing sensitive content altogether. If projects use content thought to be distressing to their participants, they should consider putting procedures in place to support and mitigate the impact of this content. This is particularly the case when working with school students and young people.

- **Style of delivery**

Participants had a positive view of projects when they felt the activities were interactive and fun, or when they liked the facilitator. Activities that were considered engaging by participants included interacting with people from different backgrounds, or contributing to a specific output or to making tangible changes in their community.

## *Working with schools*

Working with schools and school students had its own set of constraints.

- **School timetables**

Schools are time pressured environments. This affected both teachers' availability to assist projects, and the time available for projects to work with school students. The structure of the school year also created constraints on how and when projects can access students. Projects should consider the school year when designing their delivery timetables and work with senior school management from an early stage to ensure continued involvement throughout the year (where required), especially across busy periods.

- **Engagement**

Projects need to consider strategies to maintain the engagement of their contacts within schools. Projects suggested ensuring schools had sufficient information about the project so the most appropriate person can be assigned, and having more than one key contact at a school.

- **Support**

Both the school contacts and the young people participating in projects may need substantial support throughout the project. This includes support to help schools deliver the projects (where this is their role), and for participants, especially those who continue their work after the project has formally ended.



- **The role of teachers**

Projects need to consider how and when to involve teachers in project delivery due to a recognition that the presence of teachers could influence students' willingness to speak openly.

## 4. Victim-focused activities

This chapter discusses the issues addressed, activities and outcomes for projects that delivered victim-focused activities. It also provides reflections and lessons learnt to assist projects aiming to work with victims of hate crime in the future. Table 4 summarises the projects and evidence that will be referred to in this chapter.

**Table 4: Summary of victim-focused activities**

Number of projects	 Activities	 Evidence/ evaluation methods
<b>10</b> Victim-focused projects	<ul style="list-style-type: none"><li>• Development of reporting platforms</li><li>• Providing information, advice and support</li><li>• Face-to-face engagement</li></ul>	<ul style="list-style-type: none"><li>• Questionnaires (post-intervention only)</li><li>• Qualitative interviews</li><li>• Anecdotal feedback</li></ul>

### 4.1. The issues to be addressed

Projects involving victim-focused activities aimed to address a lack of awareness of available support, and reporting mechanisms for hate crime. Awareness of these issues was often based on existing research and previous activities undertaken by project organisations, such as consultations with members of target audiences or pilot activities with small groups of intended participants.

A key issue identified by the organisations delivering the projects was that individuals from target communities accepted the abuse they experienced as the norm. For example, disabled people reported feeling like their experiences were a normative part of their daily life and Eastern European participants perceived abuse as a reality of being an immigrant living in the UK. It was evident from research and activities undertaken by project organisations that there was a lack of awareness of hate crime as a concept and of hate crime legislation.

In cases where individuals did have previous knowledge about hate crime and its effects, some projects identified that awareness of reporting and available support was still low. This was related to a lack of accessible reporting mechanisms or wider support, rather than a lack of awareness about these crimes generally.

To address these issues, projects with victim-focused activities outlined a range of intended outcomes which related to:

- **knowledge** – increased awareness of what constitutes a hate crime, how to report hate crime and how to seek support
- **behaviours** – increased reporting of hate crime and uptake of support
- **wellbeing** – increased emotional wellbeing after support
- **systems** – development of methods or systems which make support for victims of hate crime more appropriate or accessible

To achieve these outcomes, projects undertook activities which involved the development of additional reporting platforms, advice and support provision, and working closely with victims via face-to-face engagement, discussed in turn below.

## 4.2. Development of reporting platforms





Activities in this category involved projects setting up online hate crime reporting pages. This aimed to increase reporting by making the process more accessible.

One project had received 24 reports through their website over an eight-week period. Although it is not possible to determine whether the people who submitted reports through this platform would have done so through other routes, the fact that the project was able to launch an online reporting platform demonstrates evidence of achieved system outcomes. Moreover, victims who reported using the platform were also offered support from the organisation delivering the project.

## 4.3. Providing information, advice and support

Activities in this category involved collating or providing information and support to victims of hate crime. This included introducing new mechanisms of support or distributing information about existing support. Some examples are outlined in Table 5 and discussed further below.

**Table 5: Examples of activities providing information, advice and support**

Introducing a web chat service for victims who have been a target of hate crime due to their sexual orientation or transgender identity. The web chat provided advice, support, signposting and referral to additional support services.	
Extending the remit of an existing advice line to include information and advice on disability related hate crime, provided by a trained advisor.	
Recruiting and training volunteers to run a support group for hate crime victims who have been targeted due to their disability.	
Undertaking a range of awareness-raising activities to increase awareness of restorative justice as an approach and encourage victims of hate crime to participate in restorative justice.	

One project supported 103 users through their web chat service. Out of these:

- 73% were given information and advice
- 39% were signposted to other services
- 39% were given emotional support
- 7% were referred into casework services
- 2% received safety planning advice

Although the project was unable to measure outcomes, 90% of the ratings of the website were positive. Feedback left by users included comments such as “*excellent chat and service*” and “*you’ve been of great help, thank you so much*”, reinforcing that victims found the service helpful. As this web chat service and the extended advice line were new, it is likely that victims received additional information and/or support. This may have resulted in improved outcomes



in relation to awareness of hate crime, access to available support and/or improved wellbeing, but this was not measured.

Interviews conducted with victims who participated in the support groups highlighted that these were a positive experience. The interview data suggests that victims benefitted both in terms of receiving support from the trained volunteers, but also from the presence of other participants in the group.

*“I now have a safe place I can talk and get help.”*

*“The support groups have made me feel I am not alone.”*

*“It’s good to talk to friends about what has happened.”*

Wave 2 project, quotations from evaluation report

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This suggests that providing support in a group may lead to reduced feelings of isolation because of the interaction and sharing of experiences that the setting provides.

While there was limited behavioural outcome data available regarding restorative justice, one project suggested that they had achieved a higher number of reports and referrals. However, it is difficult to directly link this to their activities as the restorative justice approach existed before the project commenced their awareness-raising activities. Nevertheless, anecdotal feedback from victims who participated suggested increased wellbeing through their involvement.

*“I feel less at risk and can now go out with my daughter...thank you for this, I didn’t realise how much better it would make me feel.”*

*“Thank you so much for your support, this process has been very holistic...I appreciate him apologising to me.”*

Wave 1 project, quotations from evaluation

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#### 4.4. Face-to-face engagement

Victim-focused activities also involved projects working closely with a specific group of individuals, including ‘Hate Crime Advocates’ who worked with victims from particular communities or with young people to collectively develop interventions and resources.

Findings from these projects suggested that their approach of working closely with victims could improve victims’ awareness of hate crime. A single project which used Hate Crime Advocates to work with victims from Eastern European communities reported that nearly all victims felt their awareness about hate crime and how they could respond to it had improved. People were also asked about what, if any, actions they intended to take because of their improved knowledge. The project reported that participation resulted in 11 of the 42 victims deciding to report hate crime to the police via TrueVision.<sup>12</sup> Other outcomes of participation included:

- reporting the experience of hate crime as a work place grievance (3 out of 42 participants)
- taking other steps to resolve the situation, such as complaining to a health provider or head teacher (13 out of 42 participants)
- taking no action at all (15 out of 42 participants)

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<sup>12</sup> TrueVision is a police-funded online hate crime reporting facility.

The evaluation report did not provide further information about why 15 participants took no action. However, as discussed in section 4.5, reporting hate crime experiences is not something that all victims may wish to do, for example if they perceive that reporting may not achieve positive outcomes.

Findings from 23 questionnaires conducted by a project delivering workshops to engage with younger victims suggested that most participants reported an increased awareness and knowledge of both hate crime and restorative justice approaches.<sup>13</sup> The questionnaire responses also indicated that involvement in the project resulted in increased confidence and a sense of empowerment. Feedback from attendees at the final dissemination event highlighted young people's enthusiasm for having participated in the project and their passion for the issues covered.

This suggests that allowing young people to collaboratively develop materials, and providing them with a platform to share these and their own experiences of hate crime, may be a valuable approach. As well as increasing their knowledge about hate crime, it may also have additional positive outcomes in terms of participants' wellbeing.

## 4.5. Reflections on working with victims

Projects provided several key learning points that may be used to assist projects in working effectively with victims of hate crime.

### *Project aims*

Some projects reported that victims of hate crime disagreed with the aims of their project. One project reported that victims were not convinced that it was possible to prevent people from experiencing hate crimes in the future. Victims also expressed concern about projects encouraging victims to report hate crimes because they may not want to, and they felt positive outcomes were not always achievable for victims through the criminal justice process.

For instance, one project noted that care must be taken when recommending LGBTQ+ people to report online hate crime. Their project demonstrated that it is hard to achieve positive outcomes in cases of online hate crime, so it is important to manage victims' expectations, discuss possible benefits of reporting, and explore support outside the criminal justice system where appropriate.

To address victims' concerns in this area, projects could consider involving victims in collectively setting overall project aims.

### *Sensitive nature of the work*

Working with victims of hate crime often involved dealing with sensitive and traumatic issues for participants. Given this, projects may want to consider the following:

- **Recruitment**

Some projects working with victims of hate crime found it difficult to recruit enough participants. One project suggested that face-to-face may be the most effective recruitment approach.

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<sup>13</sup> Detail about the exact number of participants that reported increased awareness and knowledge was not available from the project's evaluation report.

- **Providing appropriate support**

Projects did not always have the skills or capacity necessary to provide appropriate support, particularly in communities that have a high rate of hate crime. Organisations could benefit from partnering with others that have the necessary skills to support sensitive conversations.

### *Addressing online hate crime*

Online hate crime was highlighted by projects as a particularly challenging area.

- It was described as a frequent occurrence, particularly for members of certain communities such as the LGBTQ+ community.
- Victims felt that social media platforms and the police rarely judged online hate crime to be serious enough to act upon.
- Victims found it difficult to report online hate crime.

Survey findings from one project suggested that one-third of respondents who had experienced online hate crime would not report hate crime in the future. Projects suggested that potential solutions to these issues could involve:

- improving and updating existing laws, and the regulation of social media platforms, to address online hate crime
- improving social media platforms' and police responses to, and accountability for, online hate crime
- increasing visible specialised support and advocacy services for victims

### *Reporting hate crime*

Several barriers emerged that discouraged people from reporting hate crime to the police or third-party organisations. A lack of awareness of hate crime as a concept, and knowledge of what constitutes hate crime, were key issues for the majority of participants (as discussed in section 3.7). Projects aimed to address this barrier to reporting by focusing on increasing knowledge among victims. However, an effective strategy going forward might be to also focus on other barriers outlined below.

- **Access:** Some found it difficult to access reporting processes, for instance those with a disability, or with language barriers.
- **Frequency:** Experiencing hate crime frequently normalised victims' experiences and reduced the likelihood they would report or access support.
- **Shame:** Victims felt shame or embarrassment about reporting their experience.
- **Negative experiences:** Some victims had negative experiences of reporting hate crimes, both in the UK and abroad, which would deter them from reporting; for instance, immigrants who had experienced hate crimes committed by the police in their country of origin.
- **Consequences:** Victims were concerned about the consequences of reporting.
  - **Negative consequences:**
    - Victims were concerned that if they reported their experiences the perpetrator might retaliate or intensify their behaviour.

- For immigrants there was concern that reporting might affect their status in the UK.
- **No action:**
  - In some cases, victims were concerned that nothing would be done if they reported. In one instance this concern persisted after a project had worked with victims, suggesting this could be a key area to address going forward.
- **Alternatives to the criminal justice system:** Some victims suggested they would prefer to resolve the incident outside of the justice system. Other victims did not want to take part in traditional forms of justice, preferring options such as restorative justice instead.
- **Negative views of reporting:** Some young people suggested they would be unlikely to report an issue because they viewed doing so as 'snitching'.

## 5. Practitioner-focused activities

This chapter discusses the issues addressed, activities and outcomes for projects that were practitioner-focused. It also provides reflections and lessons learnt to assist projects aiming to work with practitioners who may encounter victims or perpetrators of hate crime. Table 6 summarises the projects and evidence that will be referred to in this chapter.

**Table 6: Summary of practitioner-focused activities**

Number of projects	 Activities	 Evidence/ evaluation methods
<b>7</b> Practitioner-focused projects	<ul style="list-style-type: none"><li>• Training</li><li>• Development of guidance and resources</li><li>• Development of referral processes</li></ul>	<ul style="list-style-type: none"><li>• Questionnaires (post-intervention only)</li><li>• Qualitative interviews</li><li>• Anecdotal feedback</li></ul>

### 5.1. The issues to be addressed

Projects involving practitioner-focused activities highlighted the need to focus on improving practitioners' knowledge and skills. These practitioners include police officers and multi-agency professionals; those working in charities focusing on one of the five hate crime strands; and school teachers. Projects noted that guidance, resources and educational materials were not always available or up to date, and that practitioners lacked knowledge and confidence about how to respond effectively and appropriately to incidents of hate crime.

To address this, projects focused on capacity building and had intended outcomes related to:

- **knowledge** – increased awareness of what constitutes hate crime, how to report it and how to provide support for victims
- **attitudes** – increased confidence to address hate crime and to provide support for victims
- **systems** – development of processes or systems which facilitate the provision of appropriate support for victims

To achieve these outcomes, projects undertook activities which involved the provision of training, the development of guidance and the development of referral processes, each of which is discussed below. It should be noted that no projects focused solely on practitioners as a target audience. Practitioner-focused activities usually comprised a smaller element of projects whose main target audience was the general public, victims or perpetrators.

### 5.2. Training

Projects delivered two different types of training aimed at practitioners – training to increase knowledge and skills, and training to establish ambassadors.

## 5.2.1 Training to increase knowledge and skills

Sessions covered included how to identify, report and support victims of hate crime, and practitioners' role in tackling hate crime. Restorative justice projects also provided training on the aims, benefits and methods of referral for restorative justice.

Findings from projects appeared positive and demonstrated an increase in practitioners' knowledge and skills. Open text responses from questionnaires completed by teachers and other school staff highlighted the value of receiving hate crime training, suggesting a gap in current training provision.

*“The biggest impact we’ve had at the minute would be the staff training [...] because up until that point, we’d definitely never had a very open or frank conversation about diversity, rights and wrongs, legalities, hate crime.”*

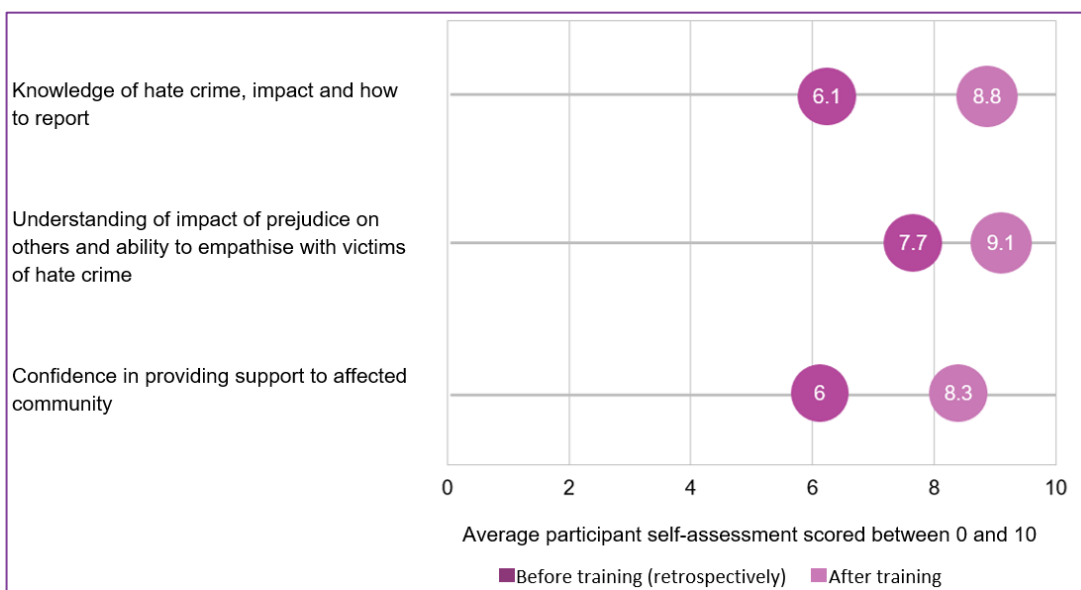
*“This [training] will be so invaluable in schools [...] Thank you, really informative.”*

Wave 2 project, quotations from evaluation report

Quantitative data based on 235 questionnaire responses from a project that delivered training to school staff and other multi-agency professionals working in the community found that after participating in the training workshops:

- 90% of participants reported that their knowledge about the impact of LGBTQ+ hate crime had increased and that they would do something differently due to what they had learnt
- 97% of participants reported feeling supported to improve visibility around hate crime and reporting hate crime

Participants from the same project were also asked to rate their knowledge, understanding and confidence in relation to various aspects before the training (retrospectively) and after training, on a scale from one to ten. Figure 6 illustrates that participants felt their knowledge of hate crime, its impact and how to report it; their ability to empathise with victims; and their confidence in providing support to victims of hate crime had increased.<sup>14</sup>



**Figure 6: Examples of outcomes from practitioner training (n=235)**

<sup>14</sup> Participants worked in schools and other community settings, but the responses were collated in the project's evaluation report so it was not possible to examine differences by setting.

*Note: This data was not subject to tests of statistical significance between before and after scores. Scores are averaged across respondents.*

Feedback from another project delivering a full-day training course was also positive. All participants reported that the training led to more knowledge about several aspects of hate crime (both online and offline), including barriers and support pathways. Based on post-intervention questionnaires, another project that worked to increase awareness of restorative justice approaches reported that following the workshop, all eight practitioners felt they had a good understanding of it.

Interview findings from a project that trained 102 volunteers on how to provide support and report hate crime suggested that the training was successful in giving participants additional skills to support service users.

***“I now know more information about hate crime and can pass this on to the service users.”***

***“I feel I can now give more support to our service users.”***

***“I am now able to pass on vital information that will help service users in many ways.”***

Wave 2 project, quotations from evaluation report

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All 21 frontline staff working for the organisation responsible for delivering this project also received training in how to respond to hate crime. Informal feedback from the staff suggested that this not only increased their knowledge on how to report hate crimes and support victims, but also their confidence in doing so.

As might be expected, collectively, the findings from these projects suggest that delivering training sessions is a useful way to provide understanding and knowledge about hate crime, and to increase practitioners' confidence in their abilities to provide support. However, as projects were not able to follow up with practitioners at a later point, it is not clear whether this increased knowledge and confidence resulted in changes to practitioners' behaviour. This would be useful to explore in longer-term projects.

### 5.2.2 Training to establish ambassadors

Practitioner-focused activities involved projects training individuals to become hate crime ambassadors or champions to lead future endeavours. This included:

- providing frontline staff and volunteers with skills to deliver further training and activities
- establishing police champions by training police representatives to work towards improving victims' experiences of reporting and receiving support

Open text feedback from questionnaires from a police champion training session attended by 20 police officers suggested that the training increased participants' knowledge and awareness of hate crime, which they indicated would allow them to support victims with more compassion and understanding. Feedback from staff ambassadors trained across five schools suggested that their knowledge of hate crime had increased, and that they had started introducing additional processes in schools (independently of project involvement) to work towards creating a safe and inclusive environment. Examples mentioned by ambassadors included plans to:





- introduce anti-bullying and inclusivity ambassadors
- set up a display in an existing peer mentor room
- develop an education section with resources in the library

These findings highlight that training individuals in ambassador roles could be a useful approach to extend project reach and ensure that work continues after projects conclude.

### 5.3. Development of guidance and resources

Projects that developed guidance and/or resources usually focused on a specific strand of hate crime or specific target audience (e.g. those at risk of engaging in hate crime). Examples of developed guidance are outlined in Table 7.

**Table 7: Examples of developed guidance**

Online resources developed in collaboration with students that aimed to help teachers discuss and challenge religious hate crime.	
A factsheet about online anti-LGBT+ hate crime, covering its impact, reasons for under-reporting, barriers in addressing online hate crime and best practice around providing support.	
'Plain English' guidance aimed at charities who are likely to come into contact with hate crime victims, outlining the legal framework of hate crime, and how to deal with and report it.	
A toolkit outlining best practice on facilitating and encouraging practitioners to have challenging conversations with young people who express concerning views.	

While there was limited data available on what practitioners thought of accessed guidance, one project reported that all 11 practitioners who completed the online questionnaire after accessing their online resource viewed it positively and felt it improved their confidence in educating students. Feedback highlighted the practicality of the resource in providing examples of classroom-based activities.

*“I think it is a great resource, I can see myself delivering it in the classroom [...] and enjoying the lessons. I can imagine the learners being totally engaged and developing critical skills.”*

*“I think it is excellent, particularly the classroom activities and resources. These all look extremely valuable to me, as well as being accessible and well-explained.”*

Wave 2 project, quotations from evaluation report

Another project that developed guidance and resources for criminal justice agencies reported that they were exploring training options with a police force who had received and reviewed their products, although at the time of reporting this had not yet taken place.



These findings suggest that the projects were successful in building capacity for practitioners through the development and sharing of guidance and resources, rather than just through the delivery of training.

## 5.4. Development of referral processes

The development of referral processes was carried out by two projects that aimed to promote and encourage the use of restorative justice. The referral systems were developed in collaboration with the police and other criminal justice agencies and aimed to provide practitioners with additional opportunities to refer individuals into restorative justice. As outcome data relating to the referral processes were not available, it was not possible to gauge wider successes.

## 5.5. Reflections on working with practitioners

Projects provided learning points that may be used to assist projects delivering training and producing guidance for practitioners in the future.

### *Delivery of training*

Projects delivering training to practitioners should consider the following:

- **Case studies**

Using case studies or videos in which individuals share experiences was seen as a useful approach in training. Feedback from practitioners highlighted how this enabled them to gain a better understanding of the impact of hate crime on victims and provided insight that went beyond statistics.

- **Length and depth of training**

Single training sessions that lasted a couple of hours were perceived by some practitioners as covering an extensive amount of material but without providing the necessary depth. As such, extended training or providing participants with additional resources to use in their own time could be beneficial.

### *Development of guidance and resources*



Projects that aim to develop guidance or resources for practitioners could benefit from:

- **including intended beneficiaries in the development process**, where appropriate, to ensure the resources are relevant, accurate and accessible
- **online sharing** – projects noted that sharing guidance online could result in it reaching more relevant practitioners who could benefit from it

## 6. Perpetrator-focused activities

This chapter discusses the issues addressed, activities and outcomes for projects that delivered perpetrator-focused activities. It also provides reflections and lessons learnt to assist projects aiming to work with perpetrators or potential perpetrators in the future. Table 8 summarises the projects and evidence that will be referred to in this chapter.

**Table 8: Summary of perpetrator-focused activities**

Number of projects	 Activities	 Evidence/evaluation methods
<p><b>3</b> Perpetrator-focused projects</p>	<ul style="list-style-type: none"> <li>• Workshops</li> <li>• One-to-one service</li> <li>• Restorative justice approaches</li> </ul>	<ul style="list-style-type: none"> <li>• Questionnaires (pre- and post-intervention)</li> <li>• Focus groups (pre- and post-intervention)</li> <li>• Administrative data</li> <li>• Anecdotal feedback</li> </ul>

### 6.1. The issues to be addressed

An increase in the level of hate incidents, hate crimes and hate-motivated anti-social behaviour was identified by projects as an issue in their locality. This perceived increase was based on reported incidents, high-profile cases in the media and perspectives from third sector organisations. These all highlighted the presence of tension between different communities. The scoping work highlighted that young people were identified as perpetrators across many offences known to the police. Furthermore, findings from other research<sup>15</sup> cited by one of the projects suggested that some young people expressed concerning views about communities different to their own.

To address these concerns, projects with perpetrator-focused activities worked mostly with young people and had intended outcomes related to:

- **knowledge** – increased understanding of the nature and impact of hate crime and understanding of other communities
- **attitudes** – increased empathy for others and reduced prejudices towards those from different communities
- **behaviours** – decrease in aggressive/violent behaviour and offending, as well as increased engagement with those from different communities

To achieve these outcomes, projects undertook activities which involved workshops, a one-to-one service and restorative justice approaches, discussed further below.




<sup>15</sup> The research was conducted with young people Not in Employment, Education or Training in 2015 by a third-sector network for organisations working with children, families and young people.

Perpetrator-focused activities were uncommon over both waves of the HCCPF. Only three projects undertook activities aimed directly at perpetrators or people believed to be at risk of carrying out a hate crime.<sup>16</sup>

## 6.2. Workshops

Projects delivered workshops to perpetrators and individuals believed to be at risk of committing hate crime.<sup>17</sup> One project delivered a workshop inside a female prison which involved explaining the concepts of hate crime and restorative justice, as well as referral routes into restorative justice.<sup>18</sup> Another project facilitated the delivery of six local small-scale projects, each one involving workshops for groups of seven to ten young people who were believed to be at risk of engaging in hate crime. The sessions aimed to bring young people from diverse communities together and facilitate conversations on challenging topics, such as stereotypes and racism. Sessions across the small-scale projects were often designed around shared interests or creative activities and delivered by organisations with expertise facilitating and running workshops. Examples of workshop activities are provided in Table 9.

**Table 9: Examples of workshop activities**

Bringing together young adults from both settled and newly migrant communities over a shared meal to discuss aspects of a culture unfamiliar to their own.	
Delivering a diversity awareness course and workshops involving collaborative production of music tracks to groups of young men from two different communities.	
Bringing together young people to collaboratively create a joint statement of Human Rights, during which they were encouraged to discuss their own cultures and the concept of identity.	

Focus group findings across projects suggested that participants experienced increases in knowledge and positive attitudinal changes. For example, participants had increased understanding of terms such as diversity and about each other's lives. Participants were also able to identify similarities between themselves and other young people, and their views of other young people became more positive. Participants expressed increased critical thinking skills around media representation of other cultures and communities.

Some participants still expressed negative views of other communities in post-intervention focus groups. However, as the project aimed to encourage young people to express negative views as a first step to exploring and addressing these views, the organisation delivering the project felt that this potentially indicated a form of progress.

<sup>16</sup> A fourth project intended to work with young people from Young Offender Institutions. However, it was not clear whether this was achieved as the information available in their evaluation report only discusses their engagement with young people in school settings.

<sup>17</sup> Young people believed to be at risk of perpetrating hate crime included individuals that had complicated relationships with their identity and sense of belonging. Some projects recruited participants indirectly by stating that the projects were aiming to work together with young people to build better relationships, rather than directly stating that they were aiming to work with young people believed to be at risk of committing hate crime. As discussed in section 6.5.1, there might be some ethical concerns with this approach.

<sup>18</sup> Information about the target age group of this workshop was not available in the project's evaluation report.

The findings suggest that creating a managed environment using engaging activities that bring young people together (who would otherwise not interact) may be a useful approach to increasing awareness and understanding of other communities. Future projects may benefit from involving young people for a longer period, to ensure that projects have the chance to further explore and challenge any negative views participants may have.

### 6.3. One-to-one service

One project worked with young people who had committed hate-motivated crime or anti-social behaviour in the local area over the last 12 months. The organisation delivering this project had previously established contact with local Youth Justice Services, enabling them to support a referral route and signpost to the project. Trained professionals worked with the referred young people over three sessions across several months to provide support, mentoring and empathy training.

The project administered questionnaires at the beginning of the project and four months later upon project completion. There were 25 participants in total. It also included a small 'control group' of ten young people who were matched for demographics and risk.<sup>19</sup> The comparison group were administered the same questionnaires, over the same four-month interval.

Findings from the questionnaires showed that the supported young people increased their knowledge of hate crime. The proportion of participants who knew that religion and race were covered by hate crime legislation and that physical abuse could be a hate crime was relatively high prior to involvement in the service; however, there was minimal understanding of other strands and types of hate crime.

- **Hate crime strands**

In the pre-intervention questionnaire, four of the 25 participants thought that learning disability could be included in the definition of hate crime and only one thought that transgender identity could be included. In the post-intervention questionnaire, numbers increased to 25 and 24 participants, respectively.

- **Types of hate crime**

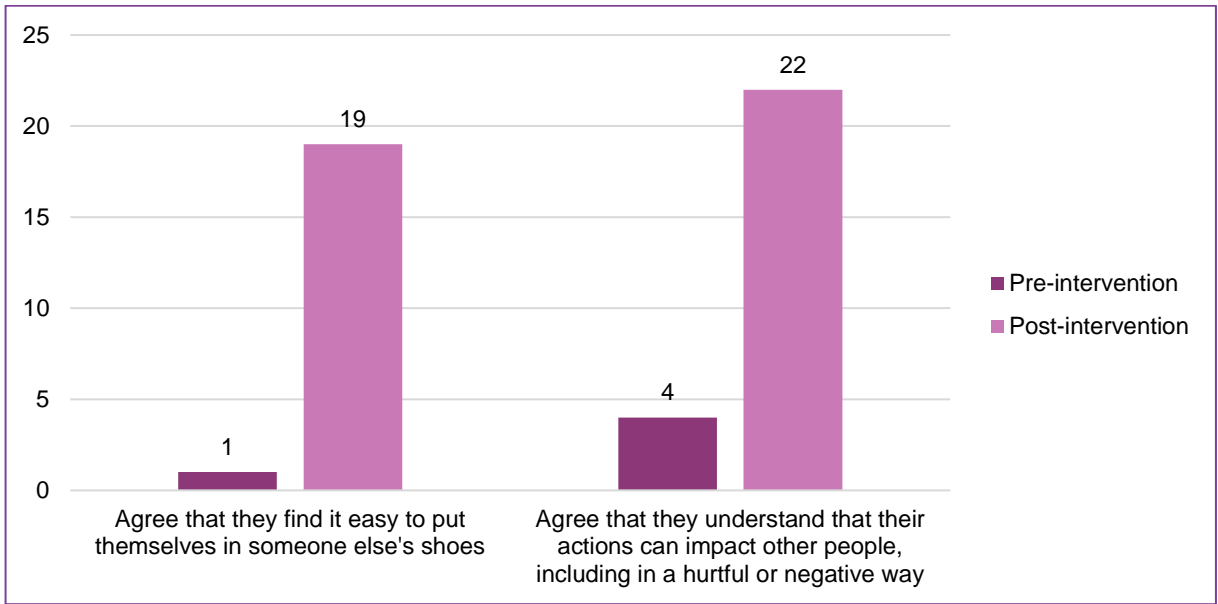
In the pre-intervention questionnaire, three of the 25 participants thought that verbal abuse could be a hate crime and four thought that written abuse could be a hate crime. In the post-intervention questionnaire, numbers increased to 23 participants and 25 participants, respectively.

There was minimal change between the questionnaire responses of the control group. This suggests that the one-to-one service had some success in terms of increasing young people's knowledge about hate crime.

Findings from the questionnaires also suggested that the project had successes in achieving positive attitudinal changes. As illustrated in Figure 7, there was an increase in the number of participants who reported finding it 'Easy to put themselves in someone else's shoes' and who 'Understand that their actions can impact others'. There was minimal change in the control group.

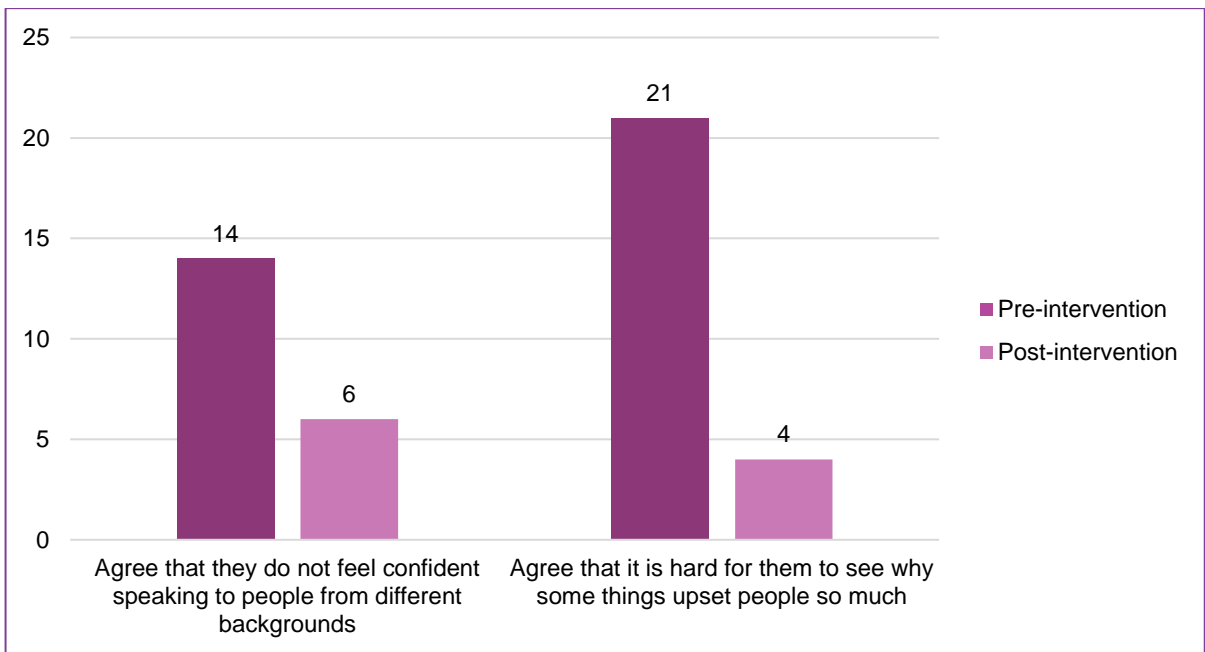
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<sup>19</sup> Limited information was given in the evaluation report about the matching process.



**Figure 7: Examples of outcomes from the one-to-one service (n=25)**

Furthermore, as demonstrated in Figure 8 below, there was a decrease in the number of participants who reported that they would 'Not feel confident speaking to others from different backgrounds' and who agreed that 'It is hard for them to see why some things upset others so much'. There was minimal change in the control group.



**Figure 8: Examples of outcomes from one-to-one service (n=25)**

Reported behavioural changes also appeared positive. For example, in the pre-intervention questionnaire, nine participants reported that after considering the consequences of their actions, they usually change them to ensure that they do not hurt others. In the post-intervention questionnaire, this increased to 23 (out of 25) participants. Administrative data on young people who participated in the service demonstrated that none of those receiving support reoffended during the four months of the project. Although this appears positive, it is not possible to say whether this was a direct result of their participation, as data from a control group was not available. Moreover, it is possible that offending was not reported and so not captured in the administrative data. A longer follow-up period would also be needed to determine the project's longer-term impact on reoffending.

The project also aimed to increase participants' confidence in reporting hate crime if they or someone else was victimised, and the frequency of their interactions with others from different backgrounds. There was limited change in responses to both questions. This was perceived to be due to some young people disagreeing about reporting offences and because they already had a lot of exposure to others from different backgrounds, for example at school and work.

While additional work may need to focus on encouraging reporting among young people, the findings suggest that working intensively with young people who have committed hate crime or hate-motivated anti-social behaviour on a one-to-one basis can be an effective approach.

## 6.4. Restorative justice

The restorative justice projects were predominantly victim-focused. As discussed in section 4 in relation to awareness-raising with victims, one project also ran a hate crime and restorative justice workshop with women in prison, part of which involved explaining referral routes.

The project's evaluation report highlighted how perpetrators were enthusiastic about the approach and wanted to discuss it with other perpetrators. A member of prison staff reported that a perpetrator had approached her with an interest in restorative justice and to express remorse about her offence. Anecdotal feedback from a perpetrator who committed hate crime and had participated in restorative justice highlighted how the process caused them to reflect on their actions.

*“It's really made me think, I can't believe I did it...I'll never do it again.”*

Wave 1 project, quotation from evaluation report

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Although the findings are anecdotal in nature, they suggest that restorative justice approaches could lead to feelings of remorse among some perpetrators, which may mean that they would not commit similar offences in the future.

## 6.5. Reflections on working with perpetrators

Projects provided several key learning points that might be useful to assist future projects to work effectively with perpetrators or potential perpetrators of hate crime.

### 6.5.1 Recruitment

Projects working with perpetrators or potential perpetrators of hate crime should consider several factors during the recruitment process:

- **Reluctance to engage**

Young people were at times reluctant to participate in projects. To overcome this challenge, personnel were trained in engagement techniques, positive affirmation and therapeutic techniques such as using 'unconditional positive regard'.<sup>20</sup>

- **Building trust**

Projects noted that it was difficult to build trust with potential participants when they explicitly stated they were recruiting perpetrators of hate crime. They felt this may have

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<sup>20</sup> Unconditional positive regard is a concept developed by psychologist Carl Rogers and is often used in the context of person-centered therapy. It involves accepting and supporting an individual without judgement, regardless of what the person says or does.

impacted the outcomes of their project. To cope with this, some projects adapted their recruitment approach so that they did not explicitly state that they were targeting perpetrators or potential perpetrators. While projects acknowledge this made them less successful at reaching their target groups, this was considered an acceptable compromise to allow projects to build trust with their participants. However, there might also be ethical concerns with this approach regarding the extent to which people were able to give their informed consent to participate.

- **Referral routes into projects**

Sourcing and maintaining referral routes to direct perpetrators to the projects proved challenging. To mitigate this, existing links with the criminal justice system and 'proactive networking' were used. For instance, a project engaged with all possible partner agencies as soon as they had secured funding for their project, and regularly attended meetings with them to ensure referral routes were utilised.

The projects that provided perpetrator-focused activities were all operated and managed at the local level. They also had pre-existing local relationships, which project staff believed facilitated their success. Well established local links could therefore be helpful in mitigating the challenges of recruiting perpetrators to projects.

## 6.5.2 Sensitive nature of the work

Projects noted the sensitive nature of the work they were carrying out with perpetrators and potential perpetrators of hate crime. This in some ways reflects the discussion in section 4.5 on working with victims of hate crime.

- **Creating a safe space**

- ***Physical safe spaces:***

Participants need to engage with projects in spaces that they consider to be physically safe. These areas should be considered neutral, and away from places associated with gang violence or perceived to be unsafe. This is particularly important for projects working to bring different communities together.

- ***Safe spaces for open discussion***

Participants need to feel like they are in an environment where they are welcome to express their views, even in cases where these views may be controversial. As such, it is important that project facilitators focus on building rapport between themselves and participants, as well as facilitating project participants to feel comfortable with each other.

- **Preparing for difficult conversations**

Project facilitators need to be prepared for any difficult conversations which may arise during the project and have the skills and confidence to manage these conversations. In addition to receiving relevant training (e.g. conflict resolution skills training), project facilitators could also ensure they prepare questions and activities that will support young people to explore difficult issues. Undertaking this preparatory work allowed projects to appropriately broach sensitive topics knowing they could diffuse any tensions or sensitive issues that arose.

- **Longer periods of engagement with perpetrators** were viewed as likely to lead to greater impacts, possibly due to the additional time to develop trust, rapport and work together on sensitive issues.

## 7. Lessons learnt

This chapter discusses lessons learnt from across the projects, and from the wider HCCPF programme. Lessons learnt from the hate crime projects and this report will be used to help shape policy to tackle hate crime going forward.

### 7.1. Cross-cutting lessons learnt from project delivery

The lessons learnt from working across the four target populations are presented at the end of each chapter. This section provides an overview of the key lessons learnt across the target populations.

#### *Participant focus*

For projects to be effective at working on issues related to hate crime, it is important to be aware of their target populations' views and needs:

- **Participants' needs**

To maximise participants' involvement, projects need to address their accessibility needs. This applies to projects targeting groups with specific needs, such as people with English as a second language, and to projects targeting the general population.

- **Participants' views**

Consulting participants about project activities is an important step in ensuring their effectiveness. This can be beneficial for overarching decisions such as project aims as well as specific details such as how to create the most useful outputs. The projects revealed that participants' (particularly victims) views may be unexpected, and so a period of consultation can be crucial.

#### *Lacking awareness of hate crime*

Project participants expressed either a lack of awareness or limited understanding of hate crime at the beginning of projects. As discussed in section 4, this can create obvious barriers to reporting. Where participants were aware of hate crime as a concept, there was a tendency to think it only referred to race and religion. Given this, projects working on raising awareness of hate crime could consider focusing on the other three hate crime strands: sexual orientation, disability and transgender identity.

#### *Local relationships and knowledge*

Pre-existing local relationships and knowledge (or utilising partner organisations' relationships) enabled projects to engage more effectively with participants, particularly those with vulnerabilities. Projects intending to work in an unfamiliar local context or topic area should consider the benefits of partnering with organisations that have relevant experience and contacts.



### *Engaging content*

Ensuring project content was engaging and empowering was key to maintaining interest among participants and increasing the likelihood of achieving positive outcomes. This was particularly the case with young people and projects working in school settings. Audience participation and open discussion were considered effective approaches, as opposed to presentations where the audience did not participate.

### *Sensitive nature of the work*

The topic of hate crime and the potentially vulnerable people targeted by projects means that project activities and content may be distressing to participants. This is unavoidable to an extent, and in some instances the hard-hitting and powerful nature of project content was viewed as a strength. Given this, projects should consider the following:

- **Safe spaces** to help maximise participant engagement; this is both for victims who may be discussing traumatic experiences, but also to allow perpetrators or the general public to express controversial opinions in an environment where these can be discussed openly and addressed constructively.
- **Support**, by directly supporting project participants or signposting them to relevant external support.
- **Skilled facilitation**: Project facilitators need to have the skills and confidence to effectively manage sensitive discussions and tensions among participants.

### *Specific techniques*

Some projects felt that their evaluation demonstrated the benefits of their work, and the need for such projects going forward. Projects noted their ability to challenge the normalisation of hate crime and to change perpetrators' behaviours. Some of the approaches that appeared to show potential included:

- **The use of storytelling and personal experiences**, which were seen as powerful tools to facilitate learning and understanding about hate crime and its consequences.
- **The use of online campaigns** appeared to enable projects to access more people than initially expected, both as participants and as audiences for project outputs.
- **Accessing perpetrators through close links with local justice services** allowed projects direct access to this target audience, which would have otherwise been challenging.

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# Appendix A: Overview of approach

The Hate Crime team within the Counter Extremism Unit (CEU) shared a total of 15 project evaluation reports with the NatCen research team – eight reports from wave 1 and seven from wave 2 projects.

To ensure consistency in the data extraction approach across reports and among researchers, an extraction guide was developed (see below). Data was then extracted into a matrix where columns represented key topics of interest and rows represented respective community projects' evaluation reports. Key information from the reports was summarised in relevant cells with a page number referencing the original source. Information extracted to address each research area was summarised into thematic narratives.

## Data extraction guide

The questions in this guide are for researcher use when interrogating project evaluation reports. This is to ensure a standard approach between researchers when extracting information. The headings in this document mirror the columns in the data extraction template.

### *Aims and objectives*

- What was the overall aim of the project?
- What were the specific objective(s) of the project?

*(Note: if aims/objectives are not clearly stated, report this in a comment and make a note of what appears to be the aim.)*

- Which of the five key aims of the Government's plan for tackling hate crime does the project support?
  - Preventing hate crime
  - Responding to hate crime in communities
  - Increasing the reporting of hate crime
  - Improving support for victims of hate crime
  - Building understanding of hate crime

### *Target audience*

- Describe the basic demographic composition of the sample targeted (e.g. students, pensioners, ethnicity, age).
- Who was the project aimed at (e.g. victims, perpetrators, general public)?
- What protected characteristic(s) did the project focus on, if any?
  - Race

- Religion
- Sexual orientation
- Transgender identity
- Disability

### Activities

- What was the nature of the activities that the project carried out (e.g. workshops, social media campaign, etc.)?
- What individuals/organisations/stakeholders were involved in carrying out the activities?
- How did the project recruit participants (if relevant)?
- Timeframe? (Year 1 ran for 7 months, year 2 for 8 months.)

### Outputs

- What products did the project produce (if relevant) (e.g. production of a film, development of a guide on reporting hate crime)?
- How many activities were carried out (e.g. number of workshops)?
- How many participants were accessed through project delivery? For example:
  - People directly engaged
  - People accessing online materials
  - Number of staff trained
- How do the achieved outputs compare to the intended/target outputs?

### Outcomes (short and medium term)

- What were the project's outcomes?  
*(Note: separate the outcomes depending on type (i.e. knowledge, attitudinal, behavioural, wellbeing, system changes) and stakeholder e.g. practitioner, victim, perpetrator.)*
- How did the project measure its outcomes (e.g. questionnaires, focus groups)?
- When did the project measure its outcomes (e.g. pre- and post-project, just post-project)?

### Impacts (longer term)

- Does the evaluation report provide any quantifiable impacts?  
*(Note: projects unlikely to discuss impacts as evaluations were completed soon after the end of the project.)*
- If so, what were the quantifiable impacts of the project?
- Does the project report any perceived impacts?  
*(Note: provide a comment on whether the perceived impacts came from qualitative research, or whether no evidence was provided.)*
- If so, what were the perceived impacts of the project?

*(Note: if the project's logic model outlines impacts but then the report does not discuss these later on, include the logic model impacts and note in a comment.)*

### *Challenges/limitations*

- What challenges did the project face during project delivery?
- How did the project adapt/mitigate the challenges?
- What could have been done differently / what suggestions for improvement does the report provide?

### *What works / lessons learnt*

- What worked well with the project from the participants' perspective?
- What worked well with the project from the project deliverer's perspective?
- What were the reasons this worked well?
- Did the project meet their aims, outputs, outcomes?
- Did the project identify lessons learnt?

### *Originality/novelty*

- Did the project do anything that was innovative/original in the field of hate crime interventions?

*(Note: state whether this is based on own reflection or whether this was highlighted in the report.)*

- If so, provide details of any aspect(s) of the project that differentiate it.

### *Implications for tackling hate crime*

- What can the project tell us about the policy challenges of tackling hate crime (e.g. project reveals particular problem with reporting hate crime, issues with accessing vulnerable groups)?
- What can the project tell us about good practice for policy development as related to hate crime?

### *Any other relevant comments*

- Researchers' reflections on project.
- Views on reliability of stated outcomes.
- Views on reliability of stated impacts/perceived impacts.

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