

# TRANSPHOBIC HATE CRIME



Happy Katie  
1951 - 2013  
Often on our minds  
Always in our Hearts  
"WHATEVER"

Christie Laffin  
Singer/Songwriter  
Suicide June 2013  
We will remember you





# CONTENTS

FOREWORDS.....	4	INTERVIEW .....	63
INTRODUCTION .....	7	MEDIA CASE STUDIES .....	66
EXECUTIVE SUMMARY.....	8	RECOMMENDATIONS.....	71
BACKGROUND.....	12	ACKNOWLEDGEMENTS.....	82
HATE CRIME DATA.....	14	READING .....	83
VICTIM SATISFACTION .....	18		
UK TRANS POPULATION.....	20		
METHODOLOGY .....	22		
FINDINGS .....	24		
FOCUS GROUPS.....	58		

A study in the under-reporting of transphobic hate crime, and police interactions with the trans community 2013-2015

by **Lee Broadstock**

## FOREWORDS



## TONY LLOYD

**Greater Manchester Mayor  
and Police and Crime Commissioner**

Greater Manchester leads the way in tolerance and understanding - a region that embraces and celebrates diversity.

Across Greater Manchester, police, councils and other organisations are working with local people to challenge hate crime and encourage reporting.

But there are those who seek to divide and instil fear in our communities, spewing hatred and bigotry. These people have no place in our society.

We have made progress in challenging hate crime and encouraging people to speak out and report it in all its forms. While the number of trans people reporting hate crime is low, reports are increasing. I hope this reassures the trans community, showing that more people are coming forward, confident that they will be treated with the respect and dignity they deserve.

But we still have a way to go and this report will help us shape how public bodies, like the police, work with the trans community to make sure their needs are met, so that together we can build inclusive, strong communities and end hate crime.



## GARRY SHEWAN

**Assistant Chief Constable  
Greater Manchester Police**

Hate crime is something that must not be tolerated.

I believe that by working together we can make a difference, strengthen our communities and make hate crime a thing of the past.

The route to ending hate crime is not going to be easy. This report documents trans victims' real experiences of hate crime and sets out real challenges for the police, criminal justice system, local authorities, partner agencies and voluntary organisations.

It recommends actions that we need to take forward to achieve our goal of ending trans hate crime. We have to make a commitment to victims and potential victims of trans hate crime that it is taken seriously and we are listening to what they have to say.



## JENNY-ANNE BISHOP OBE

**Government Trans Advisor and Chairperson of Transforum Manchester**

I welcome this new report on transphobic hate crime and hate incidents.

It encapsulates much of the trans population's experiences of hate crime and their views on how to combat and reduce transphobic hate crime. It is very important that all such crime and incidents are reported, but equally important that the whole criminal justice system (CJS) learns how to treat trans people with dignity and respect whilst supporting this vulnerable population throughout the CJS process to maximise positive outcomes. Only by raising the confidence of trans people in the whole process will we start to overcome the gross under-reporting of transphobic hate crime.

Much of this is relatively easily achieved by proper trans awareness and equality face-to-face training for all those who interact with the victims of hate crime. The trans community is willing and able to do this training in a true spirit of collaboration with all the agencies of the CJS. Further, by increasing community engagement, the police will raise both the confidence to report and a better understanding of hate crime and how to report it in the most effective way.

Over a two-year period, from 2013 to 2015, Greater Manchester Police (GMP) in conjunction with GMP Pride Network (the force's independent LGBT staff network) and Transforum Manchester conducted research into the experiences of trans\* people when reporting hate crime and interacting with police.

This research was instigated from conversations PC Lee Owen, an officer based on the North Manchester division of GMP, had held with trans community groups in Manchester who had voiced their dissatisfaction with service levels.

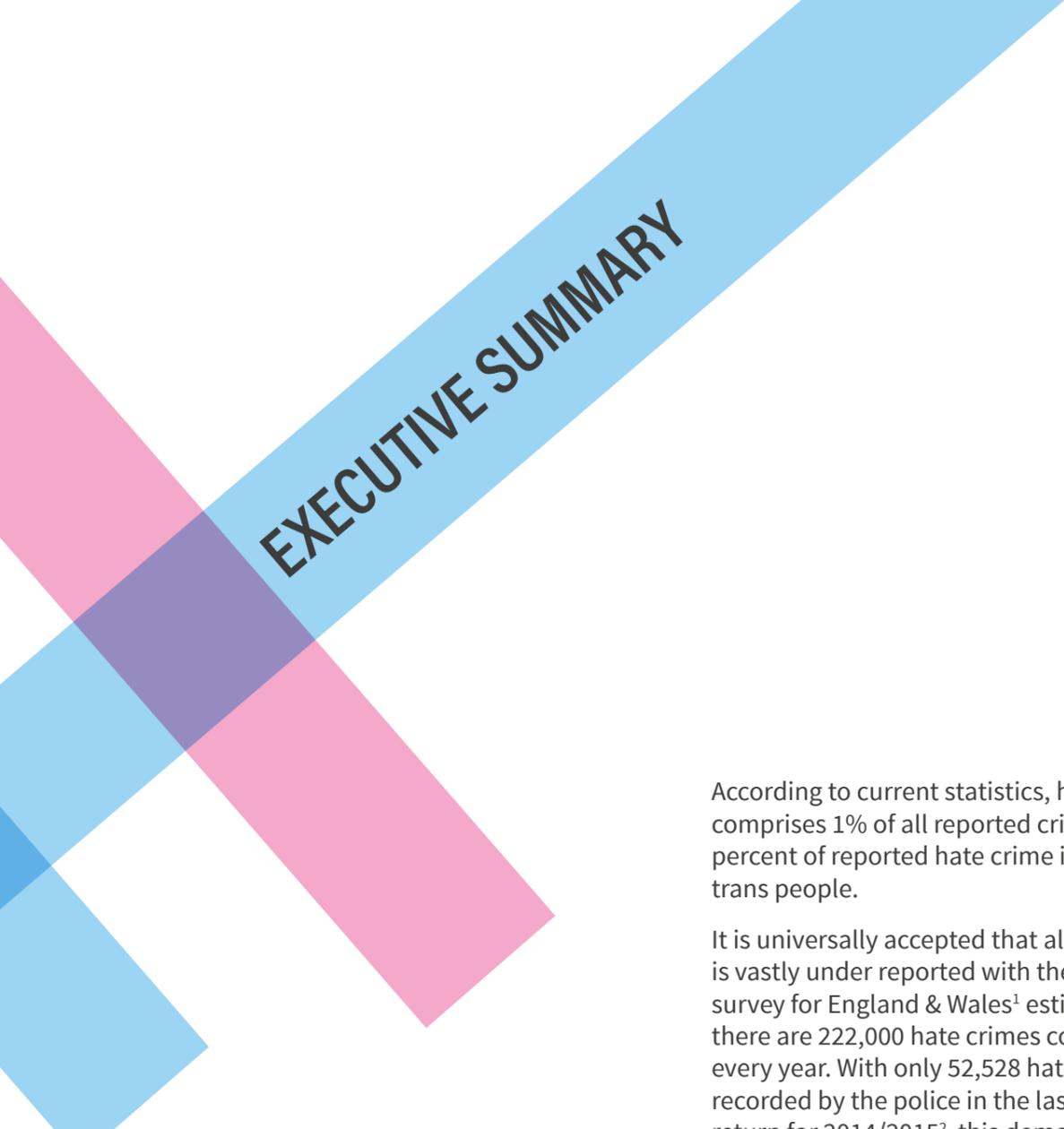
Lee conducted personal research and recognised and identified the under-reporting of trans hate crime in Greater Manchester. This valuable initial work is recognised and captured within this report.

The broad aims of the research were: to examine trans people's experiences of hate and prejudice; how they have interacted with the police; and how to identify ways of improving the quality of reporting and supporting victims of hate crime from the trans population.

The research involved PC Owen's initial 2013 survey in 2013 devised and launched by Lee Owen, and a second follow-up survey that ran throughout 2014. The results of the surveys were analysed, and focus groups and one-to-one interviews were conducted with members of the trans community in 2015.

**Lee Broadstock  
Former Equality Officer and Chair of  
GMP Pride Network, Greater Manchester  
Police**

*\*Throughout this report by "trans" we are referring to all people who consider themselves to fall under the trans/transgender and gender-variant umbrella. This includes, but is not limited to: cross-dressing & transvestite people, trans women, trans men, transsexual men & transsexual women, people identifying as androgyne, polygender, genderqueer, gender non-conforming, dual-gendered, non-binary, non-gender identifying, gender-questioning people, gender-variant & gender-diverse people, transgender people & intersex people, and anyone who feels that the gender assigned to them at birth incompletely describes or does not at all describe their own personal gender or non-gender identity.' – From the Transgender Resource and Empowerment Centre website.*



## EXECUTIVE SUMMARY

According to current statistics, hate crime comprises 1% of all reported crime. One percent of reported hate crime is against trans people.

It is universally accepted that all hate crime is vastly under reported with the last crime survey for England & Wales<sup>1</sup> estimating that there are 222,000 hate crimes committed every year. With only 52,528 hate crimes recorded by the police in the last hate crime return for 2014/2015<sup>2</sup> this demonstrates a vast disparity in figures.

Further analysis of hate crime data highlights that trans hate crime ranks alongside disability hate as the most under-reported.

The trans population has not had the long-standing community relationship with the police that other minority communities have

<sup>1</sup> *An Overview of Hate Crime in England and Wales*, Home Office, Office for National Statistics and Ministry of Justice. December 2013

<sup>2</sup> *Hate Crime England and Wales, 2014/2015*, Home Office, Statistical Bulletin 05/15

had, and the police still only deal with a small number of victims and offenders who identify as trans.

The perception within the trans community is one of distrust and lack of confidence in the police. There are negative stories of poor police interactions, deficient handling of crimes and inappropriate remarks and behaviours that perpetuate within the trans community, fuelling the lack of trust, confidence and faith in the police. It should be stated that some of these stories have been evidenced and documented within professional standards investigations through trans people's complaints to the police. There are other anecdotal stories of police officers, on a routine basis, making comments like "Tell me your real name?", "Man up!", "You're not a real woman", or "You should expect it dressed like that" when dealing with trans people. Although there is a lack of first-hand evidence around these claims, they continue to perpetuate within the community and affect community confidence.

These examples and perceptions of poor and unprofessional police behaviours undermine the work done by staff networks, neighbourhood, partnership and equality teams in building trust and confidence within the trans community to report all trans hate crimes and incidents to the police.

It is sadly still the case that within our society, transphobic hate abuse is still a daily occurrence for many, ranging from verbal abuse or anti-social behaviour to property damage, theft, serious assaults and sexual abuse.

Trans hate crime victims can suffer significant psychological scarring from hate crime which can lead to many trans people feeling more vulnerable and requiring greater levels of empathy and understanding from frontline practitioners.

Within the trans community there is still a lack of understanding of what a hate crime or hate incident is and the different ways they can be reported to the police.

There is also a lack of understanding of what the police and wider criminal justice and public sector systems can do to assist and support the victims of trans hate crimes and incidents.

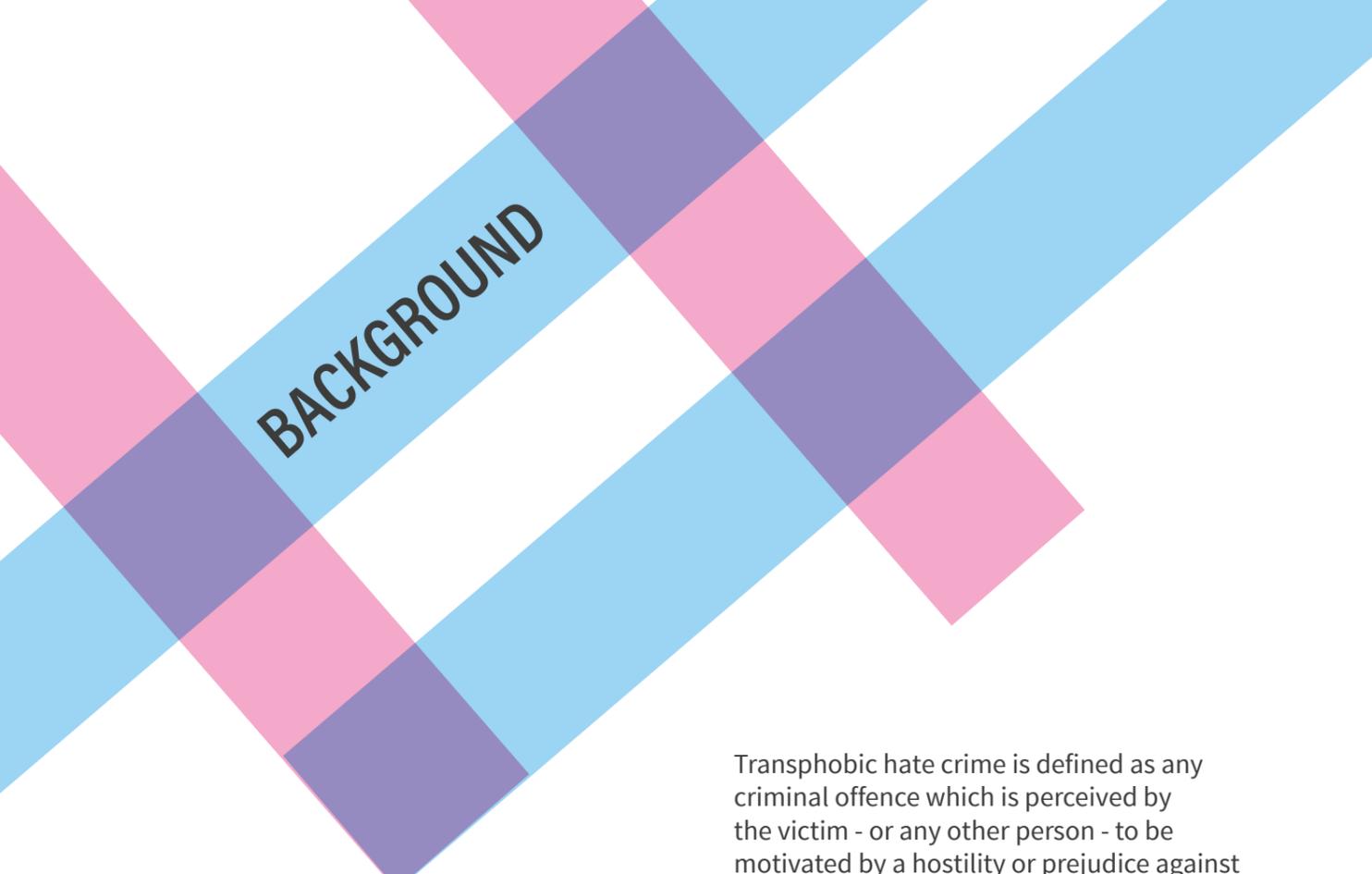
There is also a lack of faith that the police will deal with trans victims of hate, or for that matter any crime or incident, with respect or have any understanding of trans issues.

Some police officers and staff still do not understand trans hate crime and the sensitivity required in dealing with trans victims, or an understanding of the trans terminology and expressions within the very wide spectrum of gender diversity and gender non-conformity.

This lack of understanding on both sides is recognised and this report will explore why there is a lack of faith in the police within the trans community and will recommend ways for the police and wider criminal justice system to improve how it deals with the trans community and with trans hate crimes and hate incidents.

## Recommendations

- More empathy from frontline staff when dealing with trans hate crime victims
- Personal development of frontline staff in their awareness around hate crime and trans-specific issues, including those who can be deemed as “back-office”, for example call takers
- Ongoing engagement with the trans community
- Hate crime awareness campaigns to be inclusive and targeted
- Development of designated officers who lead on trans issues within local neighbourhood policing teams
- Review and assessment of third-party reporting, to include a review of all hate crime reporting mechanisms
- Consideration of the use of restorative justice for transphobic hate crime cases
- Public transport to be made safer
- Become a trans-friendly organisation
- Review of policies and procedure to ensure parity
- Public to be proactive in identifying and reporting trans hate crimes and incidents
- Consideration of adopting early intervention and a more problem solving approach to the so called “low level” reports



## BACKGROUND

Transphobic hate crime is defined as any criminal offence which is perceived by the victim - or any other person - to be motivated by a hostility or prejudice against someone who is transgender, or who is perceived to be transgender.

This common definition was agreed in 2007 by the police, Crown Prosecution Service and other agencies that make up the criminal justice system.

Trans is one of five characteristics which fall under the agreed definition of hate crime. The other four are: disability, race, religion and sexual orientation.

In 2013, Greater Manchester Police also started to monitor and record hate crime against those with an alternative subculture identity, in partnership with the Sophie Lancaster foundation. The Sophie Lancaster foundation was set-up by Sylvia Lancaster OBE following the tragic death of her daughter, Sophie. Sophie and her partner were attacked in 2007, because they dressed in their unique way, expressing their individuality as creative artistic people.

The College of Policing defines trans people as those who are transsexual, transgender, transvestite, and those who hold a gender recognition certificate under the Gender Recognition Act of 2004.

Hate crime is a type of “notifiable crime” that is routinely recorded by the police and makes up one per cent of all crimes (based on national police recorded crime figures for 2014/2015)<sup>1</sup>.

A notifiable crime is an offence under UK law that the police must inform the Home Office so it can compile statistics. There are strict rules for regarding the recording of crime which is outlined in the Home Office counting rules for recorded crime. These rules can be found at:

<https://www.gov.uk/government/publications/counting-rules-for-recorded-crime>

Police forces can also “flag” any incident that is not a notifiable crime as a hate incident, which is defined as any non-crime

incident which is perceived by the victim - or any other person - to be motivated by a hostility or prejudice against a person’s race, religion, sexual orientation, disability, transgender identity, or perceived race, religion, sexual orientation, disability or transgender identity.

<sup>1</sup> *Hate Crime, England and Wales 2014/2015, Home Office, Statistical Bulletin 05/15*

HATE CRIME DATA

### Recorded hate crime in England and Wales 2013/2014

From Home Office figures produced by the Office of National Statistics, hate crime for England and Wales 2013/2014

Total	44,480
Race	37,484 (82%)
Sexual orientation	4,622 (10%)
Religion	2,273 (5%)
Disability	1,985 (4%)
<b>Trans</b>	<b>555 (1%)</b>

### Recorded hate crime in England and Wales in 2014/2015

From Home Office figures produced by the Office of National Statistics, hate crime for England and Wales 2014/2015

Total	52,528 up 18%
Race	42,930 (82%) up 13%
Sexual orientation	5,597 (11%) up 21%
Religion	3,254 (6%) up 43%
Disability	2,508 (5%) up 26%
<b>Trans</b>	<b>605 (1%) up 9%</b>

*However the Crime Survey of England and Wales<sup>1</sup> estimates that there are 222,000 hate crimes committed on average every year a difference of 169,472 crimes unreported to police.*

<sup>1</sup> An Overview of Hate Crime in England and Wales, Home Office, Office for National Statistics and Ministry of Justice. December 2013

### Greater Manchester Police recorded hate crimes 2014/2015

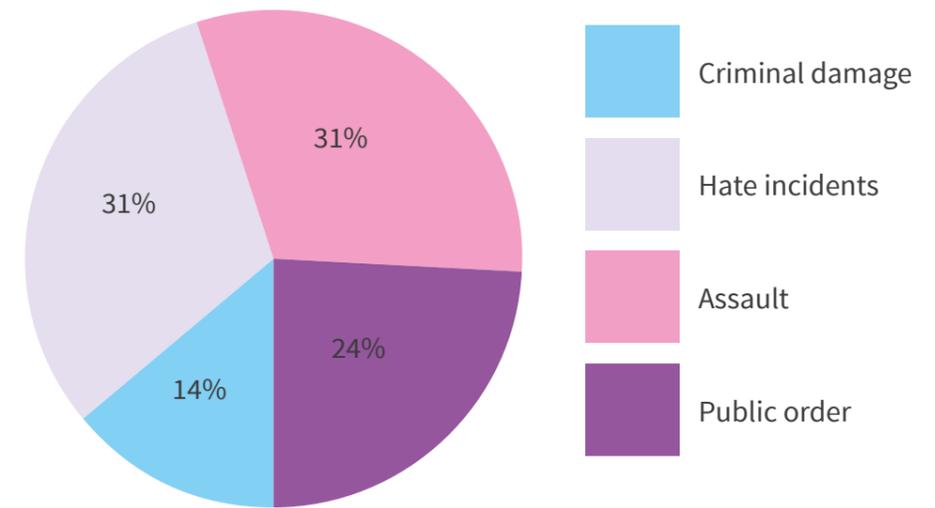
Total	4,102
Race	3,196 (78%) up 18%
Sexual orientation	423 (10%) up 36%
Religion	287 (7%) up 46%
Disability	161 (4%) up 140%
<b>Trans</b>	<b>35 (1%) up 67%</b>

Of the 35 trans hate crimes reported to GMP in the period 14/15 there were seven detected crimes with a “positive outcome”.

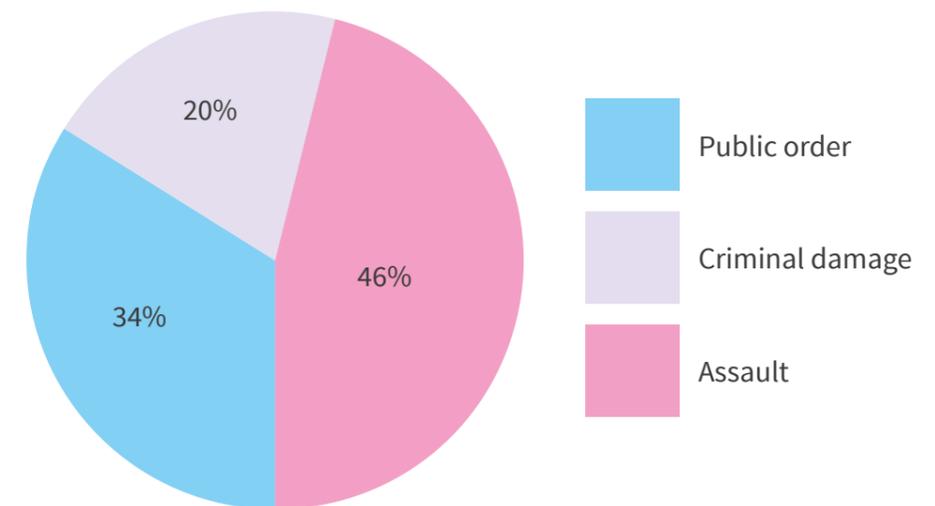
These outcomes comprised a summons, charge, caution or using restorative justice.

In summary, the reporting of all hate crimes continues to rise, with Greater Manchester seeing a larger percentage increase in the reporting of disability and trans hate crime than in comparison to the national percentage increases. However there would still appear to be a large under-reporting of all strands of hate crime.

### Breakdown of GMP trans hate crimes by crime type including hate incidents



### Breakdown of GMP trans hate crimes by crime type



# VICTIM SATISFACTION

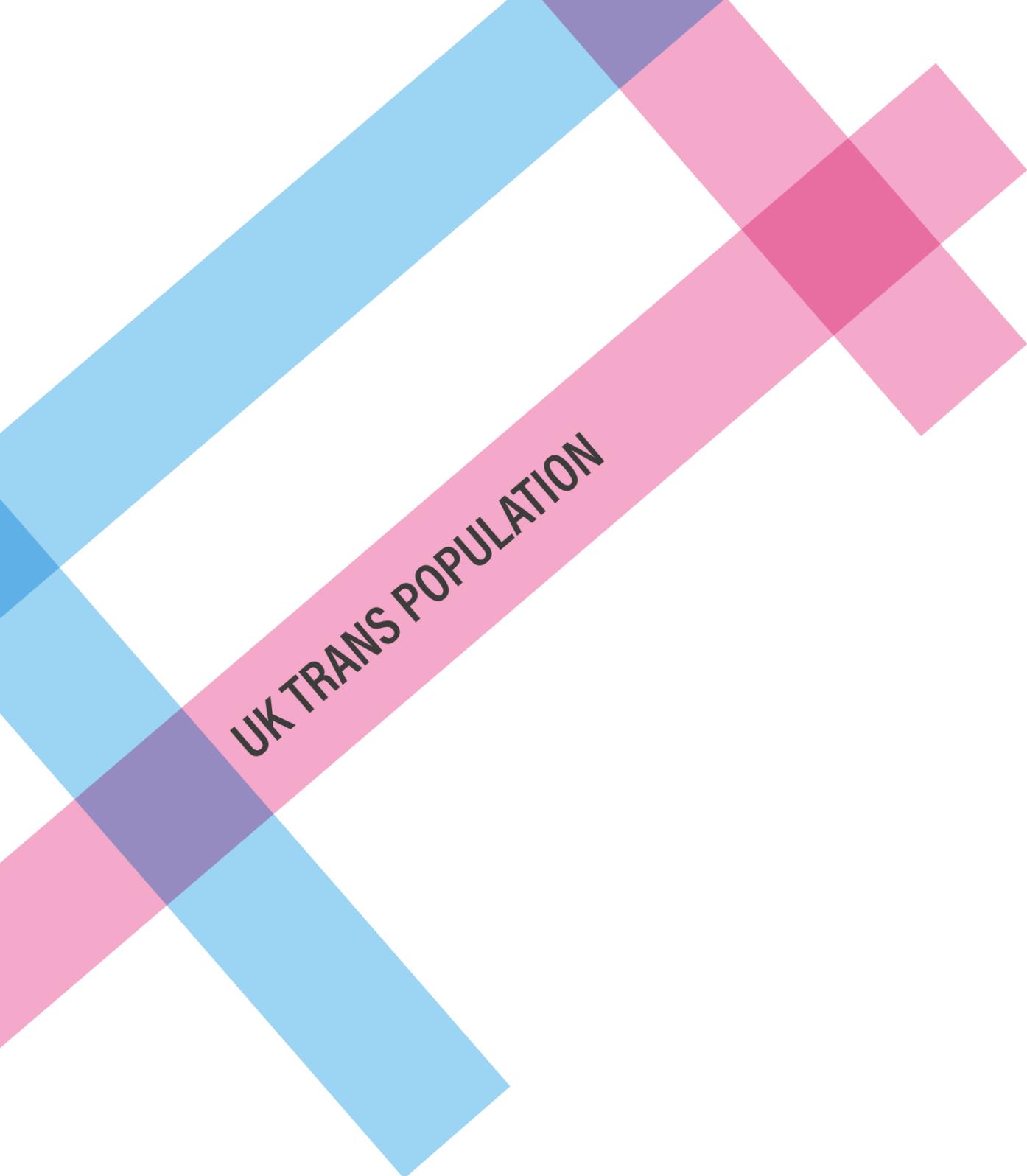
Greater Manchester Police uses an external provider to conduct interviews with victims of crime so the service can assess how satisfied victims were with the service they received. More than 8,000 interviews are conducted every year. The data shows hate crime or hate incident victims are less satisfied with the service received than the service provided to victims of traditional crimes. The statistics on the next page are based on interviews conducted between October 2014 to September 2015.

However within the data set for hate crime victims it is not known how many trans hate crime victims were interviewed. Given that currently in Greater Manchester trans hate crimes make up only 1% of all recorded hate crimes, the satisfaction levels in the table below cannot be used as a guide for satisfaction levels for trans victims of hate crimes, and can only be used as a general comparator for how there is a lower general level of satisfaction levels amongst hate crime victims.

Greater Manchester Police recognises these are the three main drivers of victim satisfaction.



	Hate crimes and incidents	Burglary, violent crime and vehicle crime	Difference
<b>Ease</b>	88.1%	93.6%	-5.5%
<b>Time of arrival</b>	79%	82.7%	-3.7%
<b>Actions</b>	67.2%	72.2%	-5%
<b>Follow up</b>	65.8%	69.6%	-3.8%
<b>Treatment</b>	89.2%	92.6%	-3.4%
<b>Whole experience</b>	74.1%	78.8%	-4.4%



## UK TRANS POPULATION

No major Government or administrative surveys have included a question where trans people can choose to identify themselves. Publicly-collected data on trans people is very sparse.

At present, there is no official estimate of the trans population. The England and Wales Census and the Scottish Census does not ask people if they identify as trans. Gender identity charity GIRES, in a Home Office funded study<sup>1</sup>, estimate the number of trans people in the UK to be between 300,000 – 500,000. The study defined trans as “a large reservoir of transgender people who experience some degree of gender variance”.

As with the national data, there has been no research conducted to estimate the trans population within Greater Manchester, however the region has strong

and visible lesbian, gay, bi and trans (LGBT) communities. For example, the Village area around Canal Street in Manchester city centre, is one of the best-known LGBT quarters in the world. The city has a number of trans support organisations and community events, including such notable ones as the national trans festival Sparkle and Transgender Day of Remembrance.

This points to there being a greater sense of a trans community in the region that attracts trans people from across the North West and beyond. It is therefore likely that the trans population in Greater Manchester is larger than the national average.

---

<sup>1</sup> *Gender Variance in the UK, Prevalence, incidence, growth and geographic distribution, GIRES, June 2009*



## METHODOLOGY

A survey was devised and conducted in 2013 by PC Lee Owen, based on the North Manchester division of Greater Manchester Police, and TransForum Manchester. It was conducted online and was distributed and circulated within trans community groups. The survey ran from February 2013 to May 2013 and had 215 respondents. Following the analysis of the survey results PC Owen was commissioned to report the findings to the Senior Leadership Team of the North Manchester division.

A follow-up survey was commissioned by the GMP Pride Network and the Neighbourhood, Confidence and Equalities team of Greater Manchester Police. The survey was intended to explore further some of the feedback from the first survey. The survey was also conducted online and ran from February 2014 to September 2014. It was distributed via TransForum and other trans community groups, as well as being publicised on social media and Sparkle and the summer Pride events. The second survey had 267 respondents.

Both surveys sought to explore trans people's awareness of the term hate crime and of third-party reporting mechanisms, and to explore trans people's experiences when dealing with the police and the criminal justice system (CJS).

From the analysis of the second survey results, focus groups were held in 2015 at Sparkle and with trans community groups to further explore and examine the reasons behind the apprehension on approaching the police, the level at which trans people would report hate crime/incidents and their experiences in interacting with the police and CJS services.

Finally one-to-one interviews were held with some victims of trans hate crime.

### **Who took part in the research?**

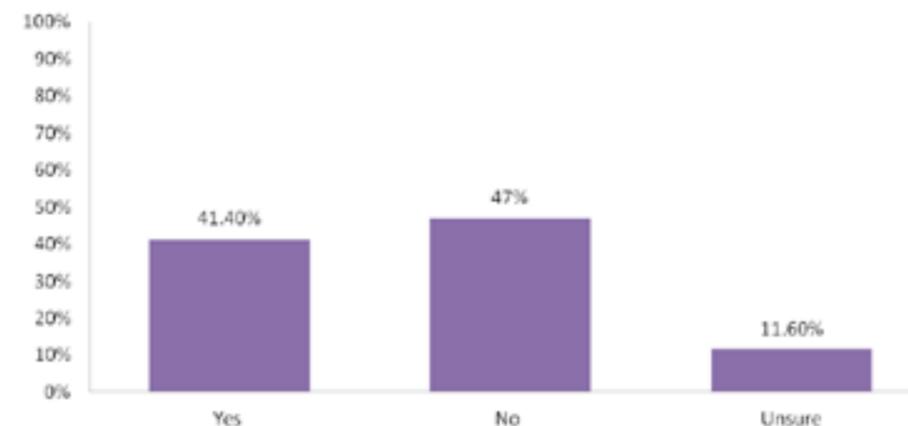
The majority of the respondents were based in the North West, but all areas of the country were represented.

The focus groups were conducted in Manchester, with the large majority of the attendees based in Greater Manchester and the North West.

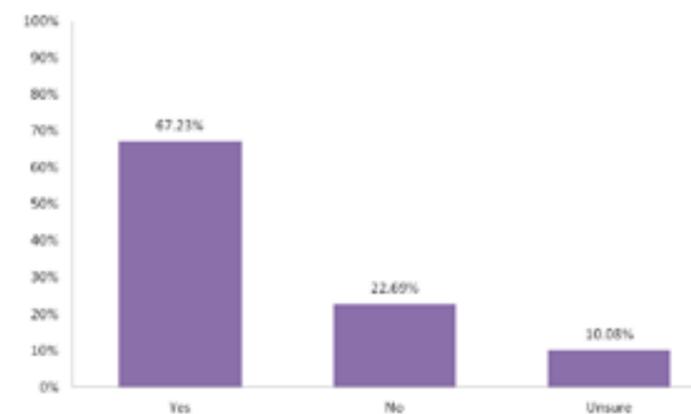
The one-to-one interviews were conducted with trans hate crime victims from Greater Manchester.

FINDINGS

**Question 1 in the 2013 survey asked:**  
 Have you been a victim of a hate crime in the last 12 months?

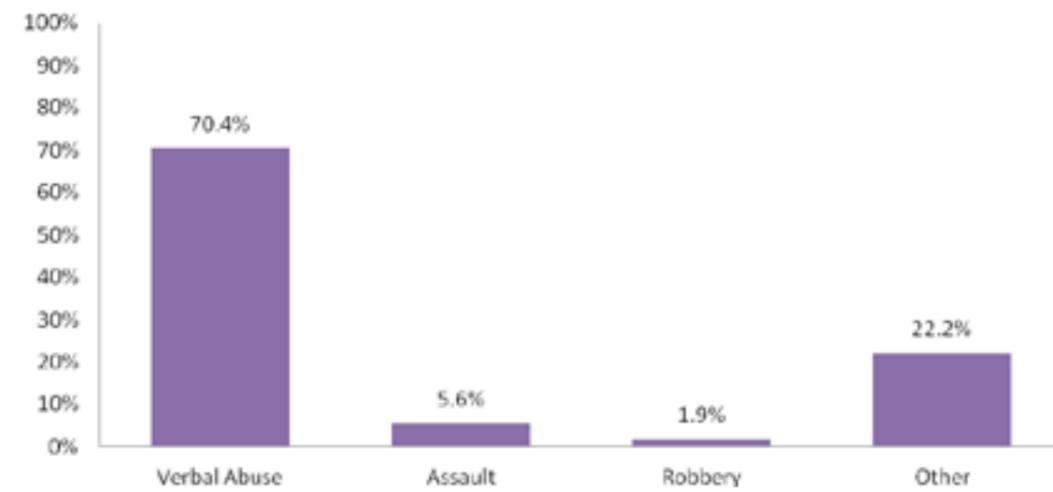


**Question 1 in the 2014 survey asked:**  
 Have you been a victim of hate, regardless of whether or not you realised this may have been classed as a crime or not?



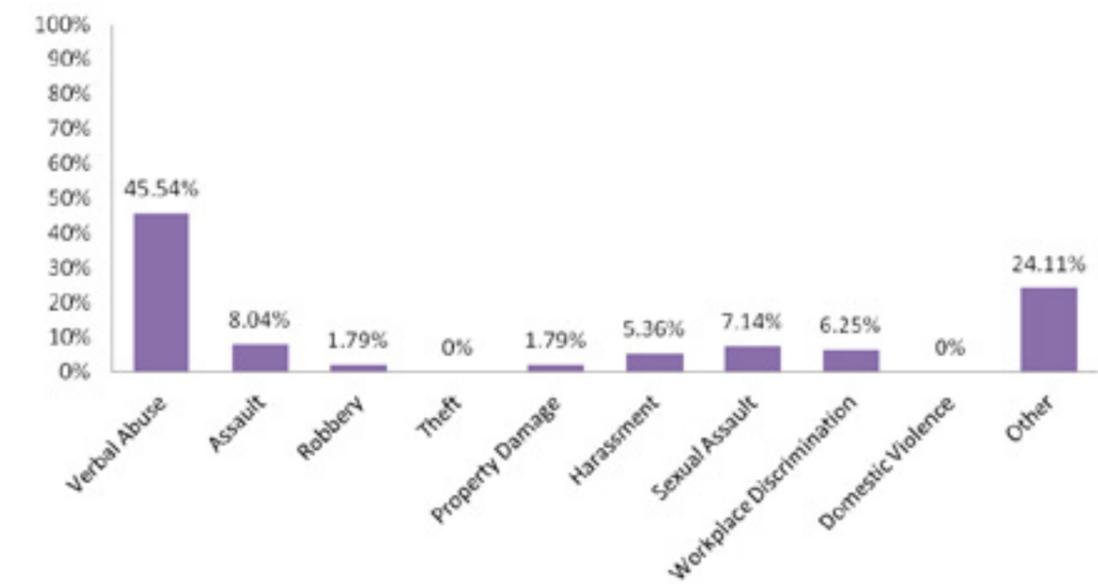
*This question specifically asked if the victim had been a victim of hate rather than a hate crime. The results show around a 26% increase in respondents suffering from hate from 2013.*

**Question 2 in the 2013 survey asked:**  
 What was the nature of the incident or crime?



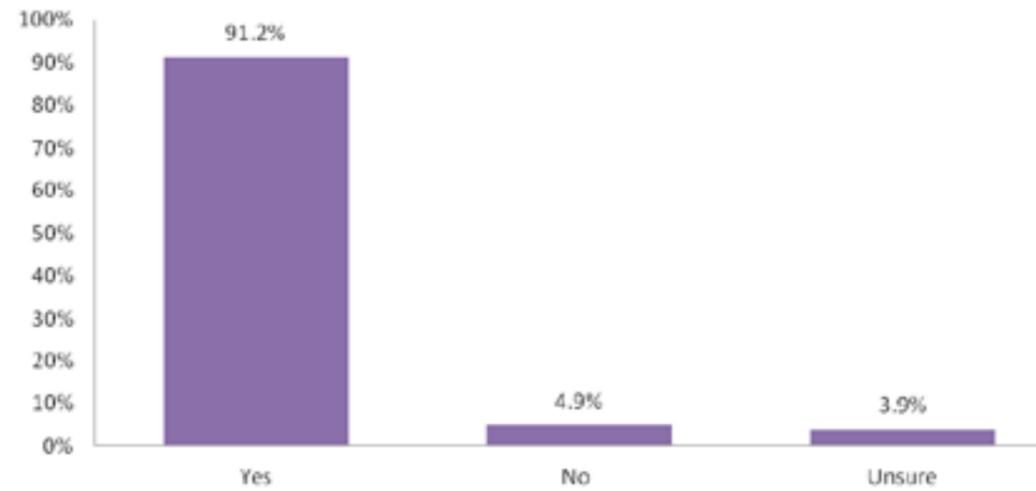
*The respondents overwhelmingly answered that they had been subject to verbal abuse when suffering from hate crime. This evidences the previous anecdotal accounts, and shows the link of hate crime to incidents of anti-social behaviour or the so-called “low level” abuse suffered by victims of trans hate crime.*

**Question 2 in the 2014 survey asked:**  
 If you answered yes to being a victim of hate, what was the nature of the event?



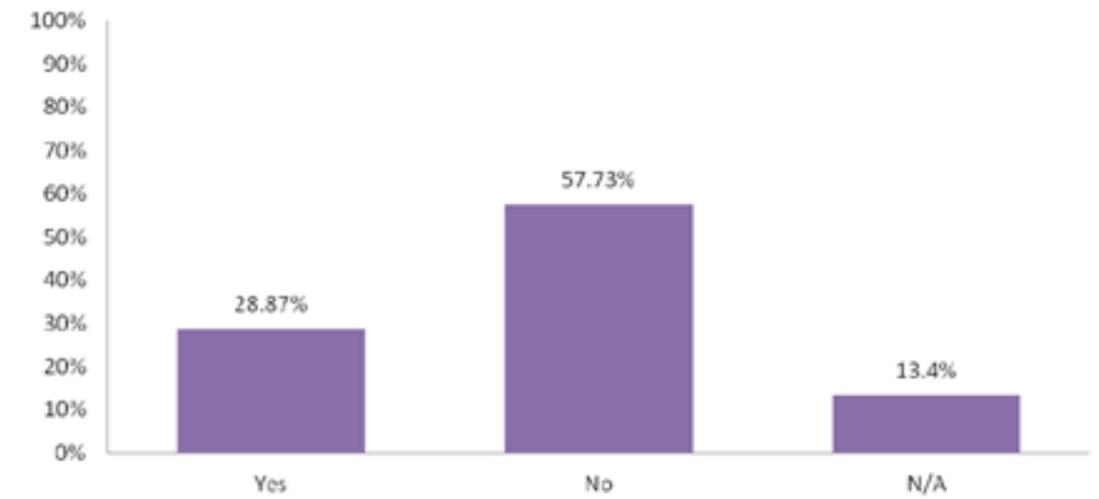
*The results showed that verbal abuse was still the largest response, however in expanding the options, harassment, sexual assault and - interestingly - workplace discrimination features.*

**Question 3 in the 2013 survey asked:**  
Do you feel that you were targeted due to your trans status or appearance?



*Overwhelmingly the respondents answered that they felt they were targeted due to their trans status or appearance.*

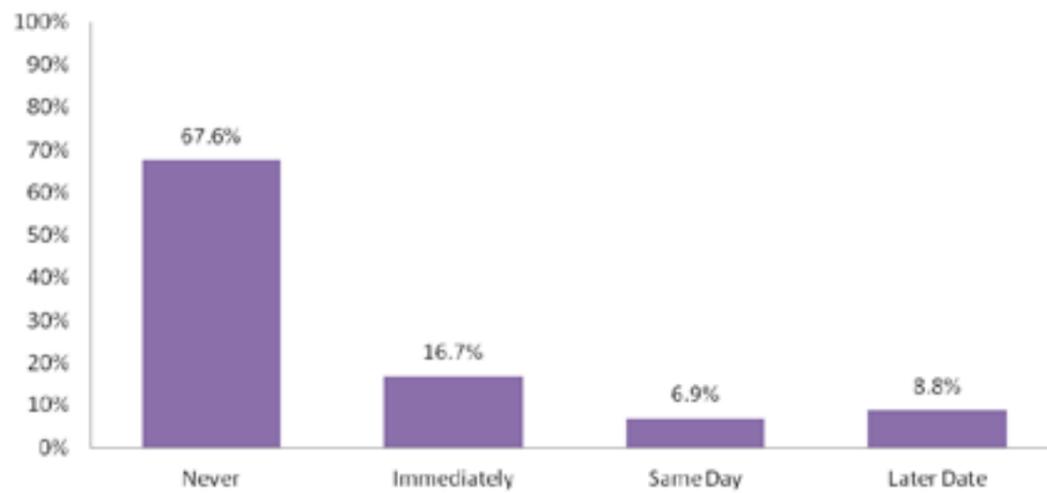
**Question 3 in the 2014 survey asked:**  
Did you know the identity of your attacker/offender?



*This question was posed to see if the offenders of trans hate crime knew the victim or perpetrated their hate against strangers.*

*The results show that the majority of respondents did not know the offender, but nearly 30% did know who the perpetrator of the hate crime was.*

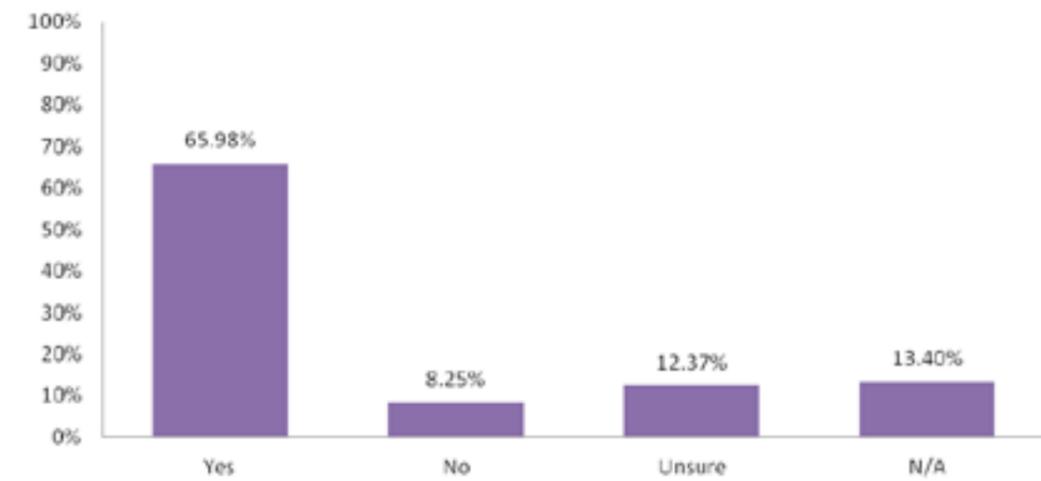
**Question 4 in the 2013 survey asked:**  
When was the incident reported to police?



*The majority of the respondents (nearly 70%) who had been a victim, never reported the incident to the police. This backs up the perception that trans hate crime is vastly under-reported.*

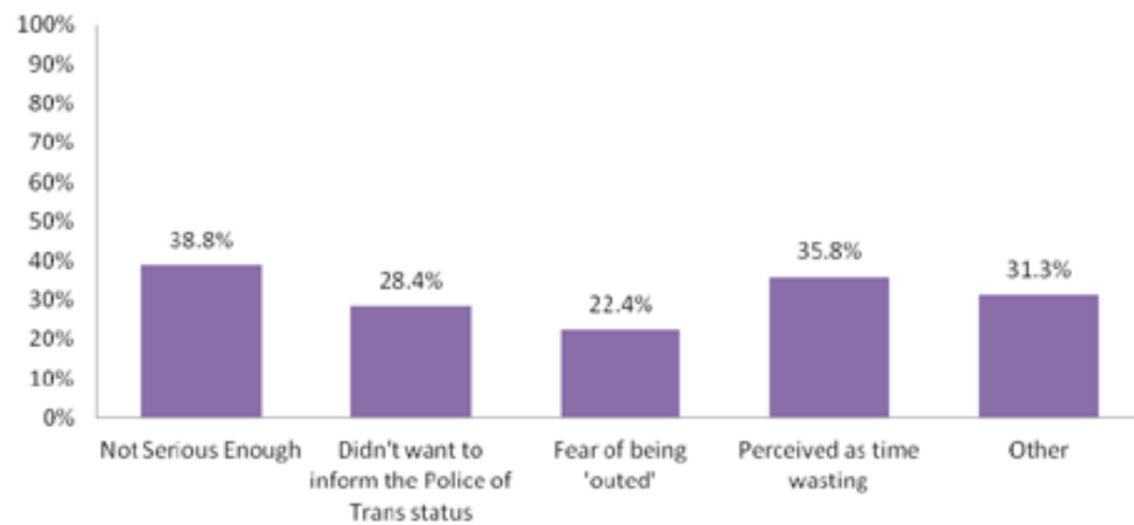
**Question 4 in the 2014 survey asked:**

If you have been a victim of a crime/incident as outlined in the introduction, or have witnessed an incident involving another trans person, would you perceive your or the other persons trans status as being the motivation of this event?



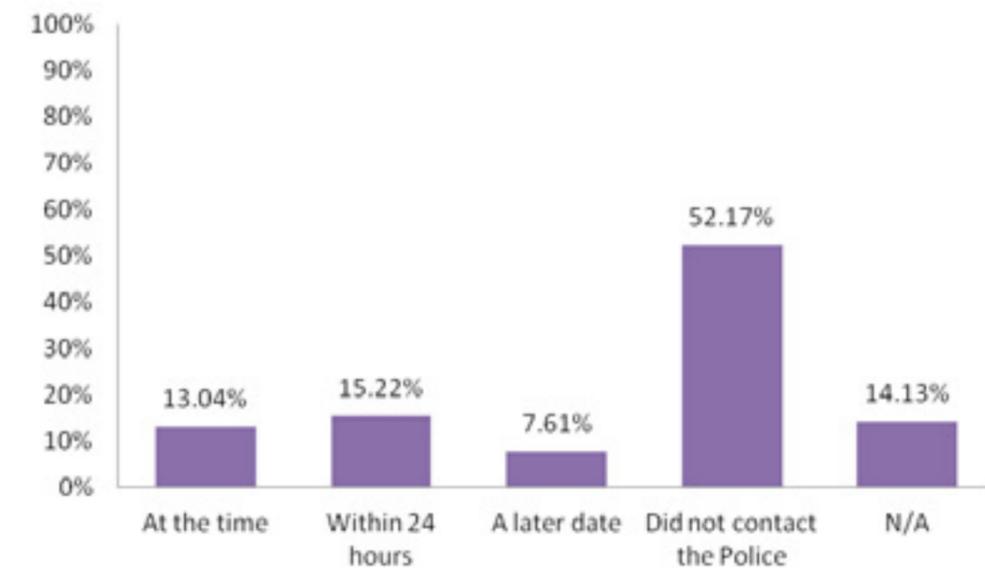
*The majority of respondents felt that they were a victim of crime due to trans status or appearance.*

**Question 5 in the 2013 survey asked:**  
Why did you not report the matter to police?



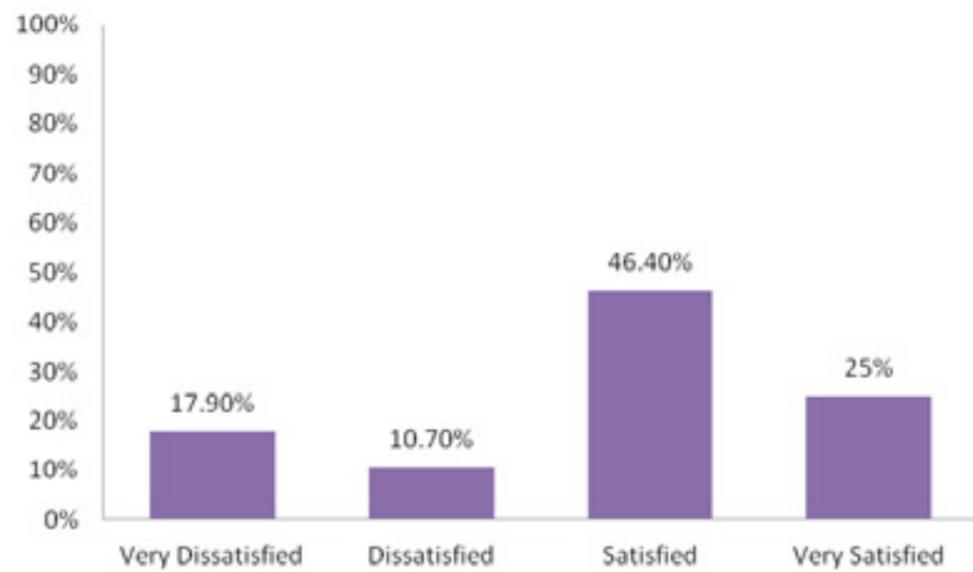
*There was a mix of responses, with some of the usual themes disclosed from all victim groups who did not report incidents to police. However combined results show that many of the respondents stated they didn't report due to fear of being outed or not wanting to disclose their trans status to the police.*

**Question 5 in the 2014 survey asked:**  
When did you contact the police?



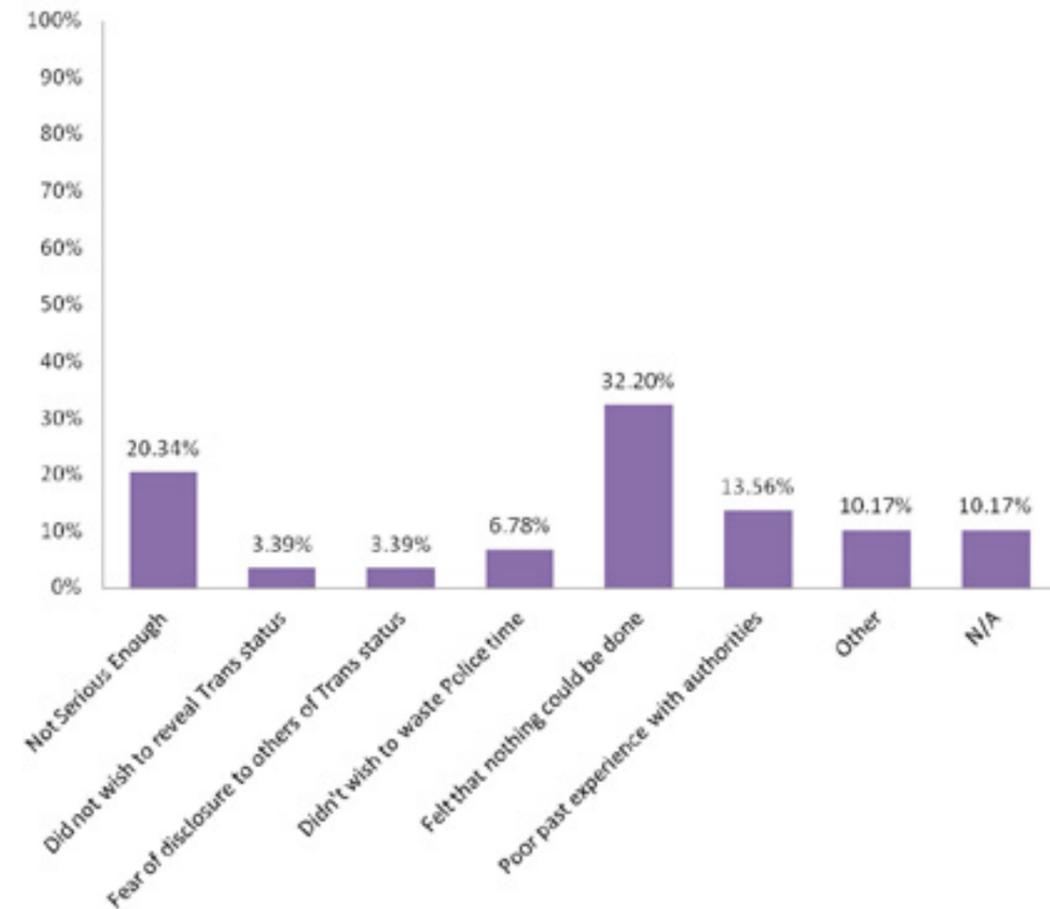
*As with question 4 from the 2013 survey, the majority of respondents never contacted the police, however, the percentage is lower, 67.6% in 2013 and down to 52.17% a year later.*

**Question 6 in the 2013 survey asked:**  
How satisfied were you with the support police provided on initial contact?



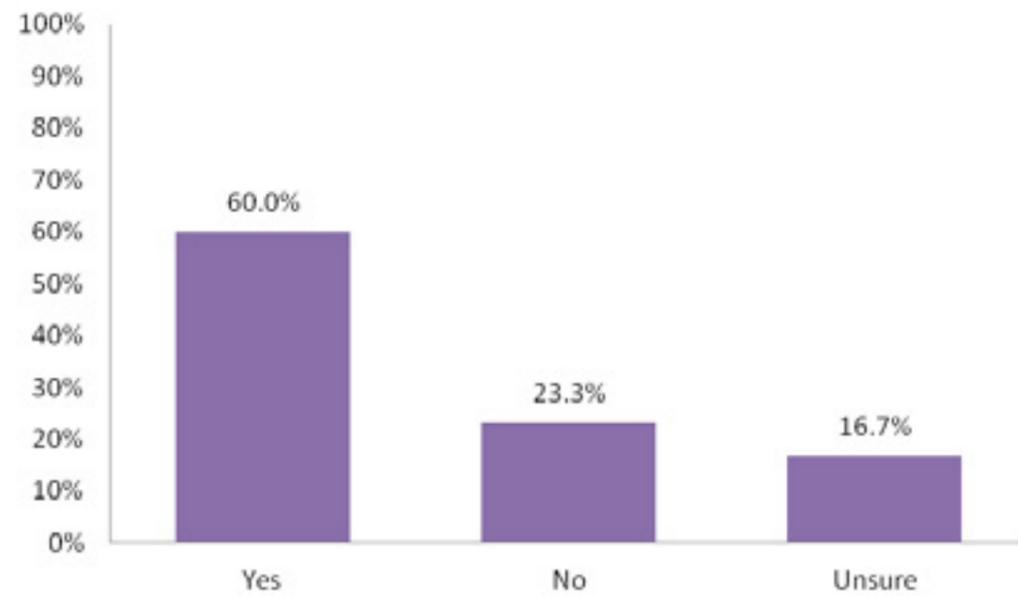
71.4% of the respondents were either satisfied or very satisfied with the initial contact with police, this is a very similar figure to the victim satisfaction figures with regard to all hate crime victims. However, it is lower than satisfaction rates for theft offences which are around 80%. On the reverse, 28.6% respondents were either dissatisfied or very dissatisfied.

**Question 6 in the 2014 survey asked:**  
Regarding question 5 (did you contact the police?), if you did not contact the police, please state why.



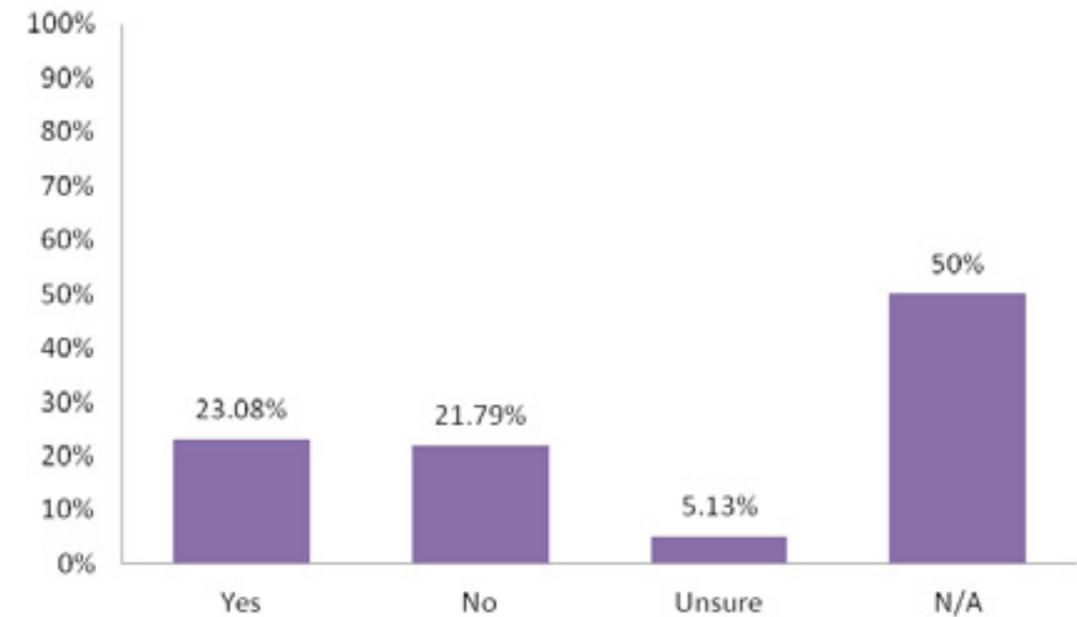
This question gave the respondents more options than in 2013. There was a lower response from those stating they did not wish to reveal their trans status or felt that they would be “outed” or their trans status disclosed, only 6.78% compared to nearly 50% in the 2013 survey. The majority felt that it was not serious enough or felt that nothing could be done.

**Question 7 in the 2013 survey asked:**  
 Was your trans status recognised and recorded as a motivating factor?



*The majority of respondents had their trans status recognised as a motivating factor. For those that answered no or unsure, this could be down to their status not being a factor or police not recording it appropriately.*

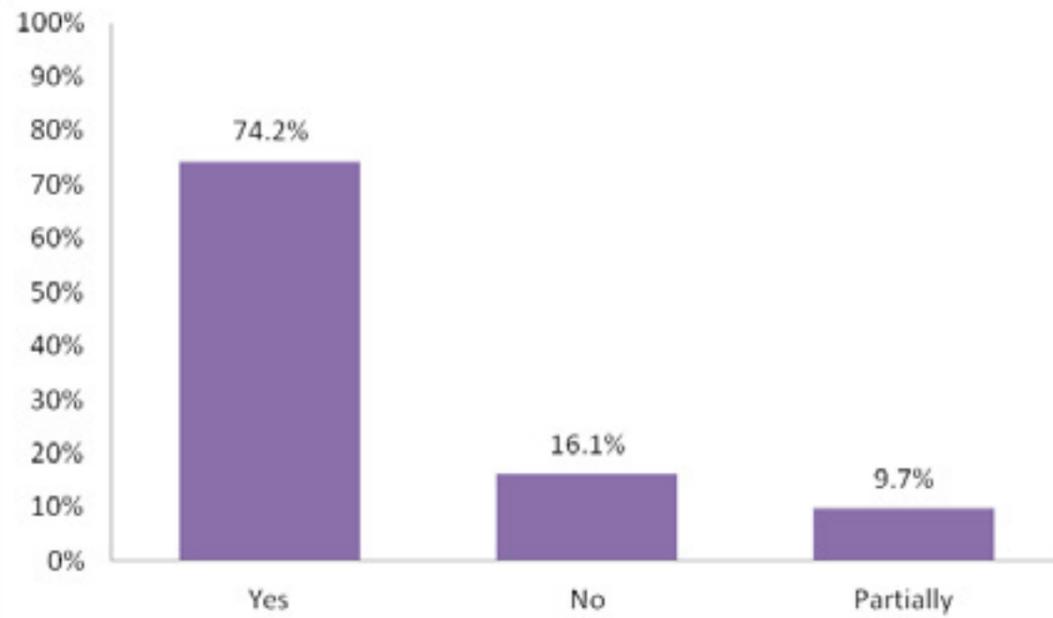
**Question 7 in the 2014 survey asked:**  
 If you have contacted the police about an event/incident or crime, was the hate element acknowledged as a motivating factor?



*Of the respondents who had contacted the police about a hate crime or incident, there was a similar split between yes and no as to whether the hate motivation had been acknowledged.*

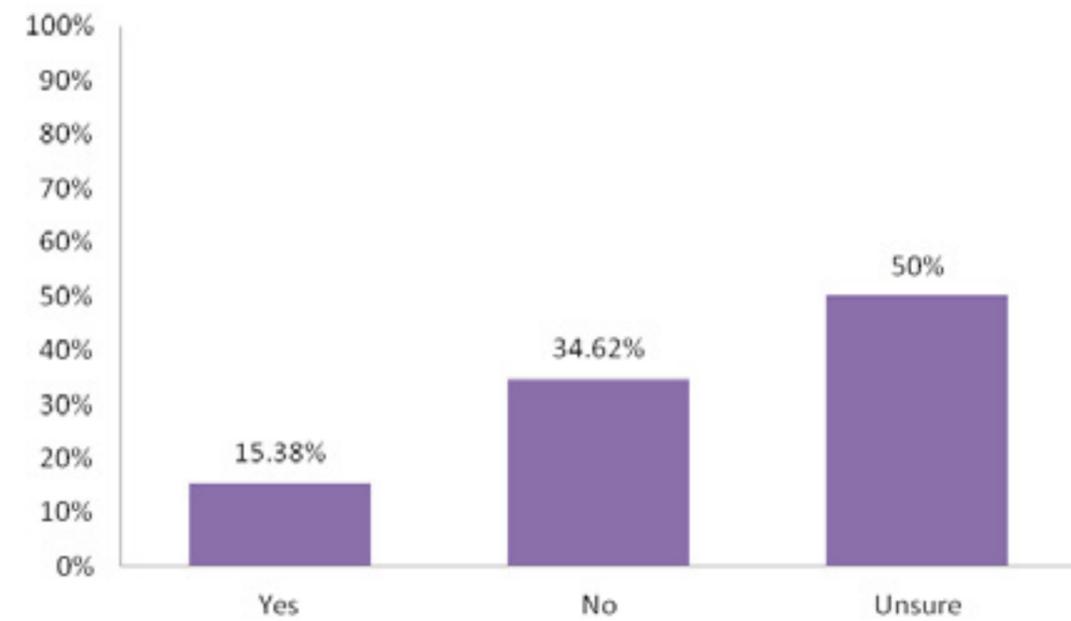
*This prompts the question of whether police officers recognise a trans hate crime/incident adequately, and when it is identified is this explained to the victim.*

**Question 8 in the 2013 survey asked:**  
 Did you feel like you were treated with respect?



*The majority of respondents felt like they were treated respectfully by the police. This is a similar figure to the general perception of victims of crime.*

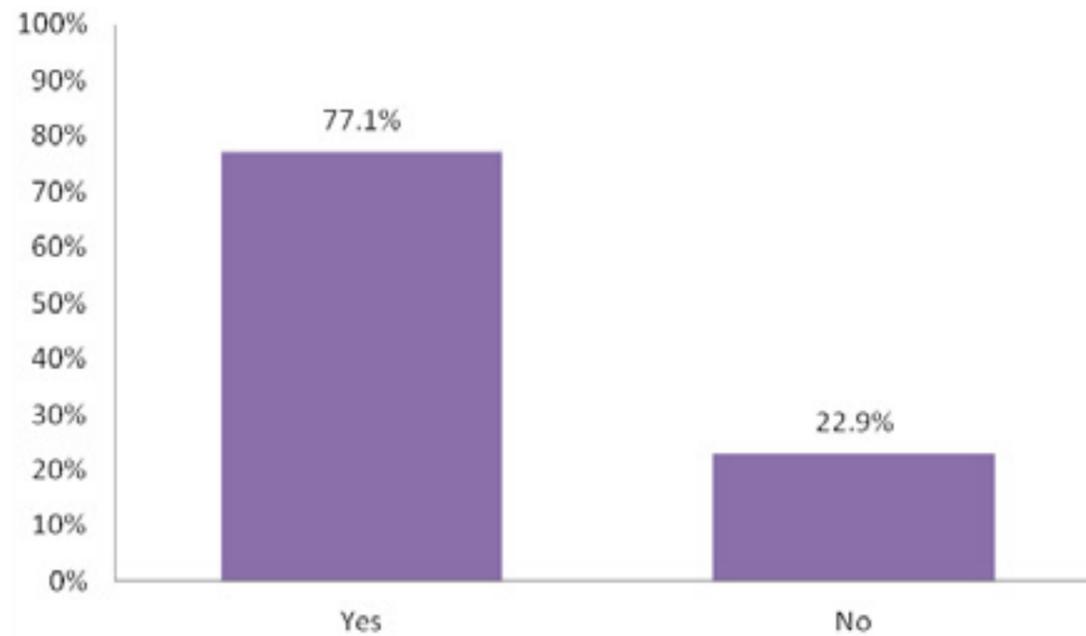
**Question 8 in the 2014 survey asked:**  
 Regarding initial police contact, did you feel that the officer had an understanding/knowledge of trans issues?



*Only a small number of respondents (15.38%) felt that the officer had an understanding or knowledge of trans issues, which indicates a training gap.*

**Question 9 in the 2013 survey asked:**

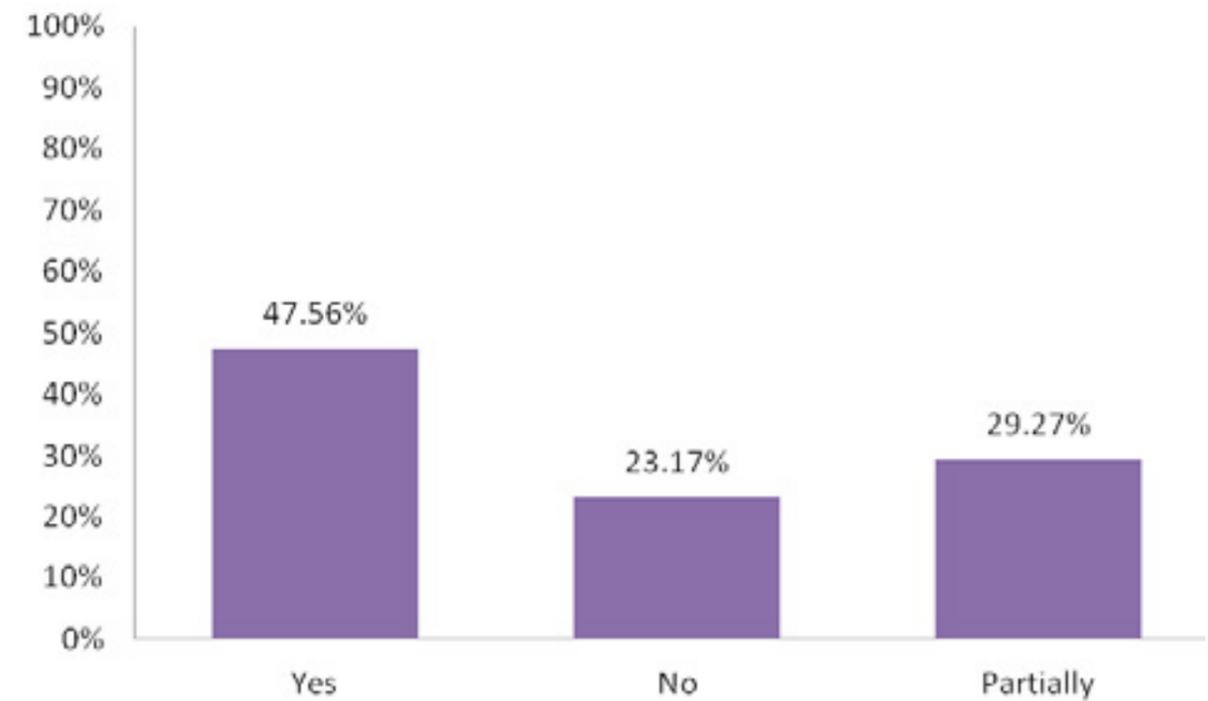
Is confidentiality important to you whilst dealing with police with regards to your trans status?



The majority of respondents stated that confidentiality with regard to their trans status was important.

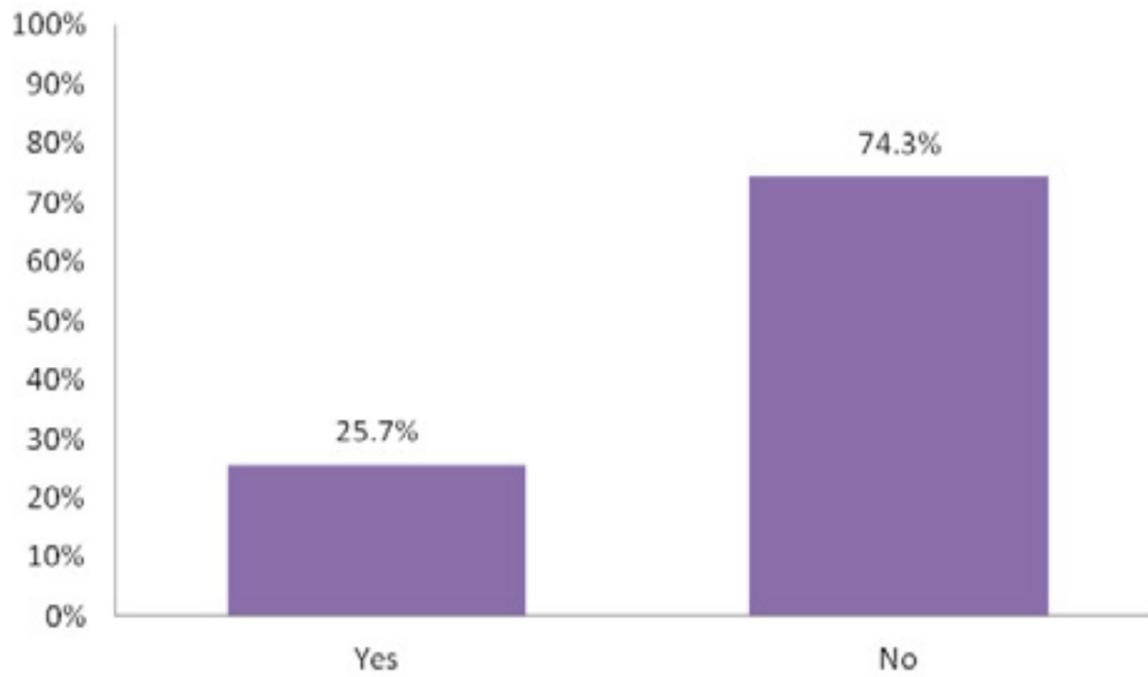
**Question 9 in the 2014 survey asked:**

On your initial contact with the police did you feel like you were treated with respect?



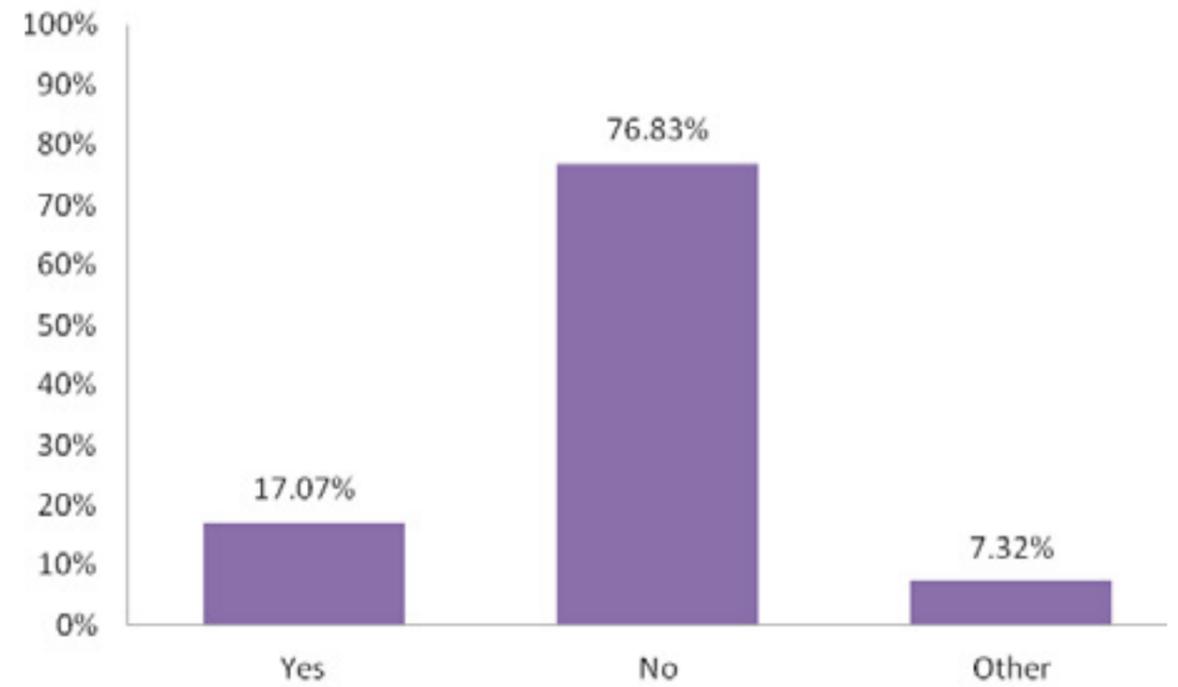
Question 8 in 2014 asked if the respondent felt that the officer had an understanding or knowledge of trans issues. This question with regard to respect was then posed. Just under half of the respondents felt that they were treated with respect on the initial contact. In 2013 when the same question was posed 74.2% of respondents replied that they were treated with respect, which represents a significant drop.

**Question 10 in the 2013 survey asked:**  
 Are you concerned that if you reported a matter to the police that members of your family may become aware of your trans status?



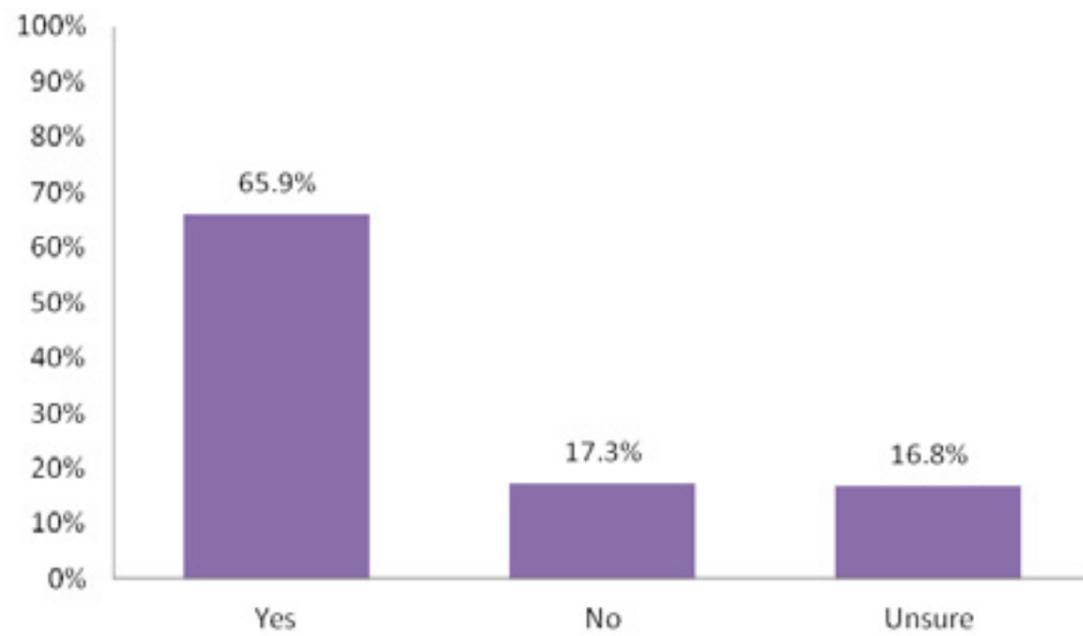
*This question was more specific in relation to the victim's family being made aware of their trans status. Only 25.7% replied that they would be concerned about family becoming aware of their trans status, this could be because the majority of respondents are open with their family about their identity. This could also reflect that most of the respondents were transsexual rather than transvestite, who tend to be more secretive about their trans identity.*

**Question 10 in the 2014 survey asked:**  
 Are you concerned that if you reported something to the police, members of your family, colleagues, friends or employer may find out about your trans status?



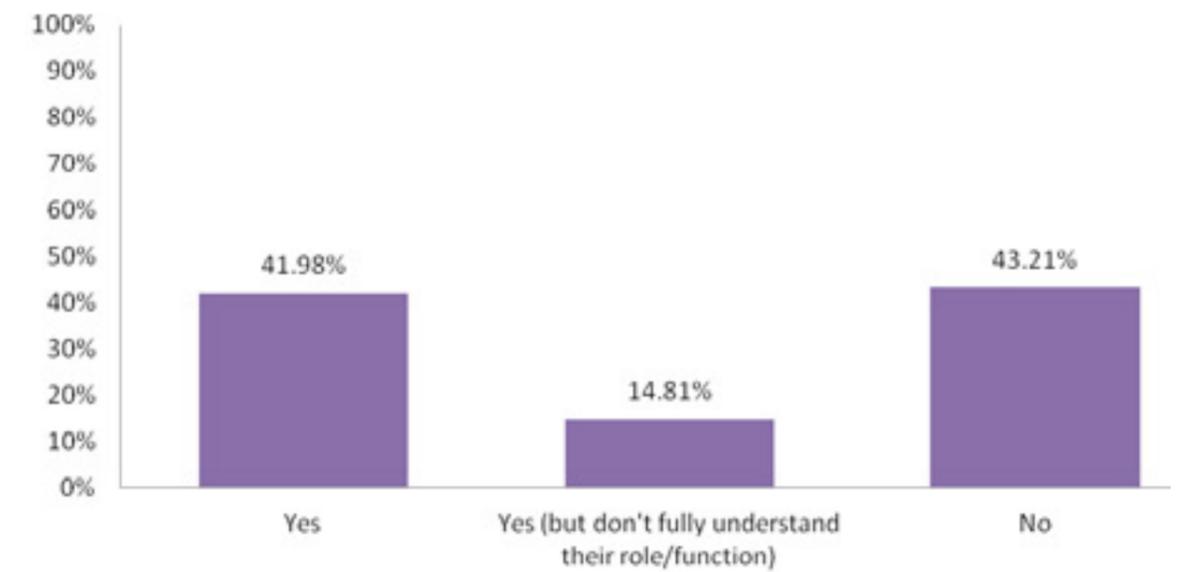
*This question expanded on the same question from the 2013 survey in that it included friends and colleagues along with family members. The results showed a 9% decrease in the numbers concerned about family, colleagues, friends or employer finding out about their trans status. This could be due to more openness or a change in the ratio of transvestites and transsexuals responding to the survey.*

**Question 11 in the 2013 survey asked:**  
 Would you consider the use of a third-party reporting centre to report a crime e.g. website / support group / Housing etc.?



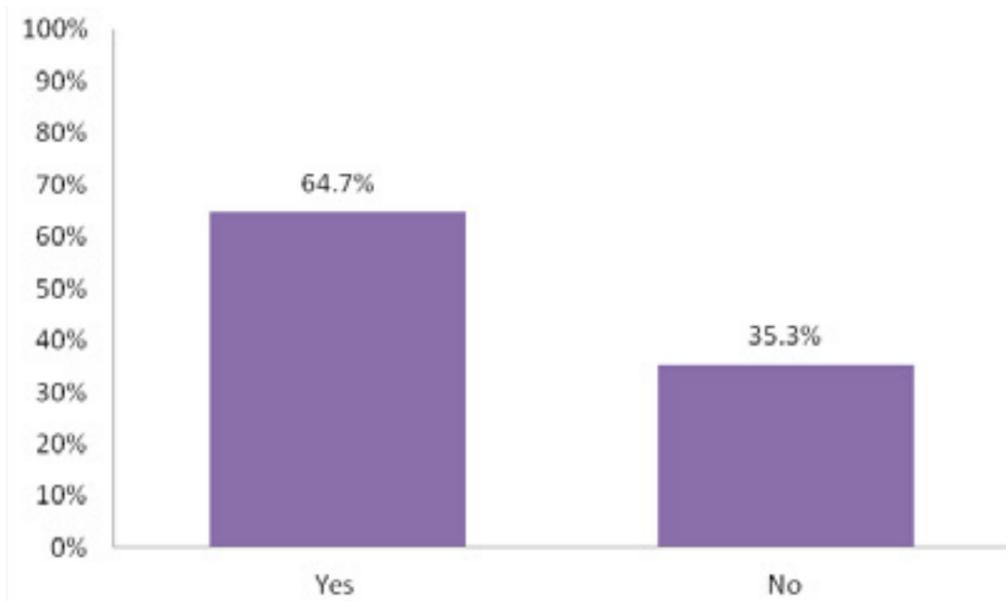
*The majority of respondents answered that they would consider the use of a third-party reporting mechanism to report hate crime, which indicates a knowledge of third-party reporting and a level of confidence in their use/worth.*

**Question 11 in the 2014 survey asked:**  
 Are you aware of third-party reporting centres and the ways they can assist victims of hate crime?



*This question was more specific concerning the respondent's knowledge of third-party reporting centres. This indicates the need for more awareness around third-party reporting.*

**Question 12 in the 2013 survey asked:**  
 Are you aware of the services provided by the police, Crown Prosecution Service, Witness Care Service to assist you?



*The majority of respondents have awareness of the services that police, the Crown Prosecution Service and Witness Care services could provide.*

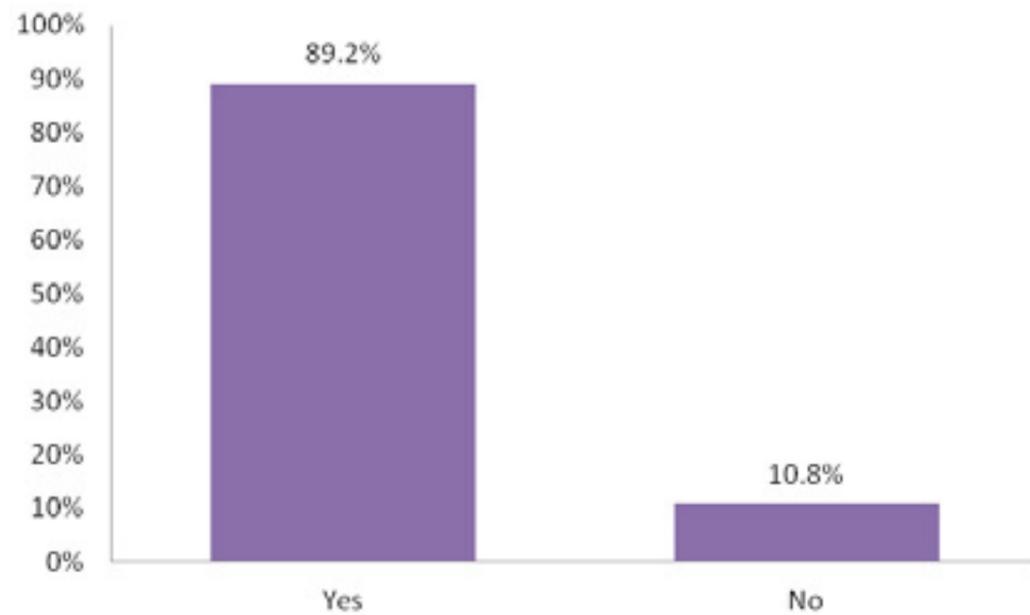
**Question 12 in the 2014 survey asked:**  
 What would you expect the police to do if you reported a hate incident/crime to them?



*This question was asked about the victim's expectations when reporting a hate crime or incident to the police. The results showed a mixed response, with an investigation being the highest response, followed by taking positive action and ensuring the victims safety. Perhaps surprisingly, keeping the victim updated had a low response.*

**Question 13 in the 2013 survey asked:**

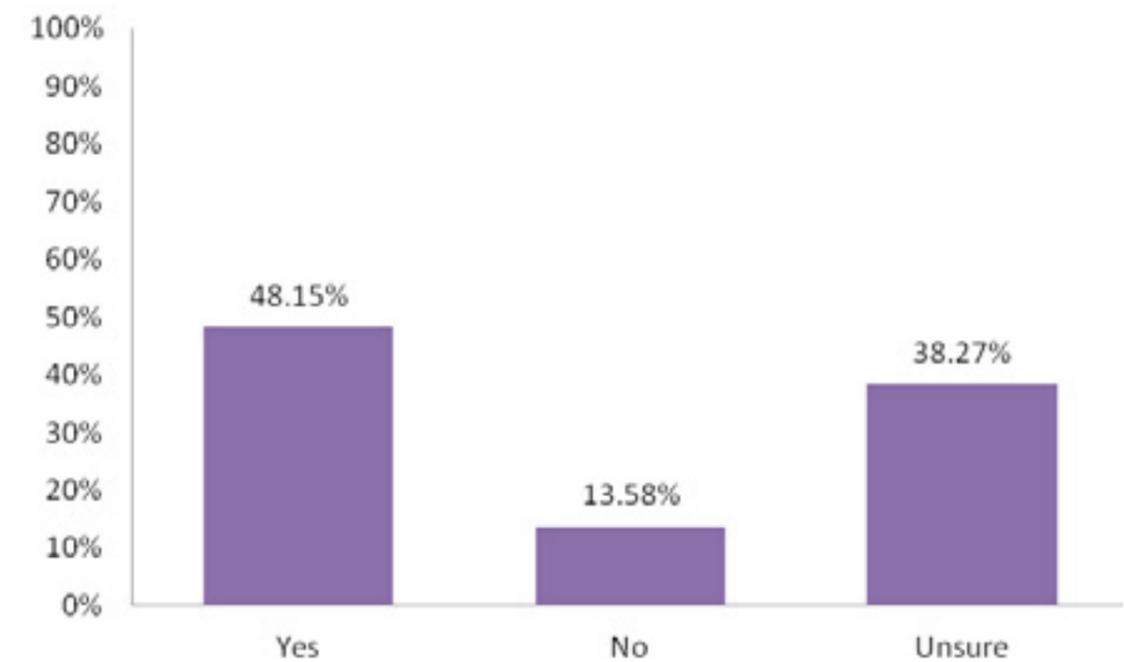
Are you or do you believe trans people are fearful of reporting hate related crimes or incidents to the police?



*The majority of respondents answered that they believed trans people are fearful of reporting hate crimes and incidents to the police.*

**Question 13 in the 2014 survey asked:**

Would you consider the use of a third party reporting facility like the True Vision website, housing association, council, etc. for non-urgent events?



*Around half of the respondents (48.15%) replied that they would consider the use of third party reporting, however the other half replied they were either unsure or would not use third party reporting. When a similar question was posed (question 11 in the 2013 survey) 65.9% replied they would consider the use of third party reporting. This indicates a need to better promote understanding of what third-party reporting is and how it can be accessed.*

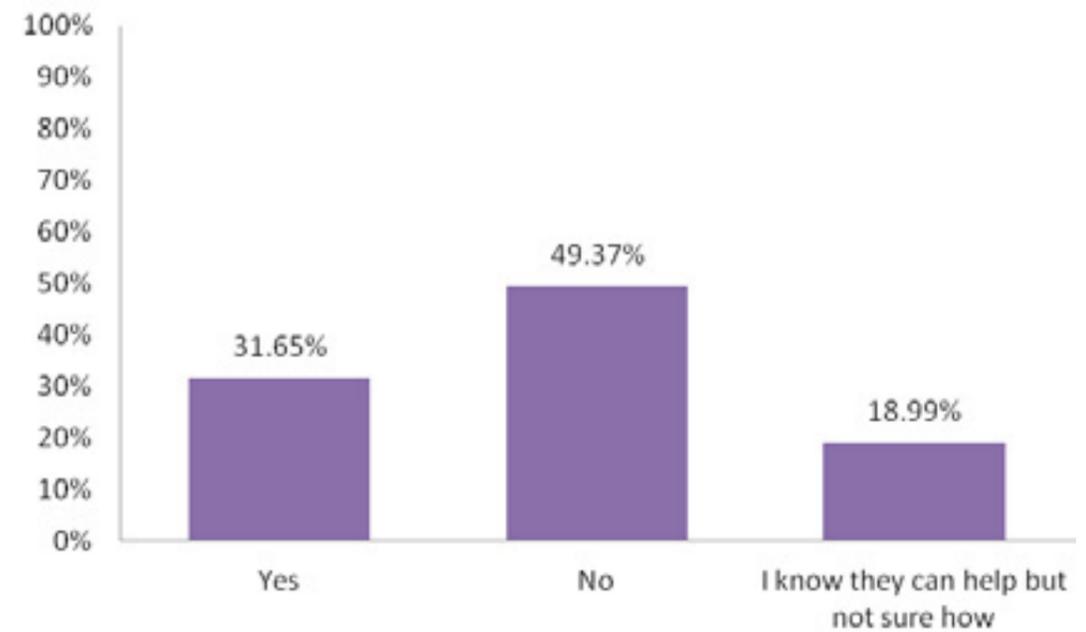
**Question 14 in the 2013 survey asked:**  
 Why are you / Do you believe people are fearful?

The respondents could reply in a free-text field and their comments were summarised as follows:

- Fear of being “outed” to family, friends, employers, media.
- Due to police transphobia
- Due to a lack of understanding about what happens once the report has been made.
- Fear of police being hostile, negative, abusive, and bigoted or prejudiced.
- Fear of reprisals from the offenders and wider community members affecting personal safety

**Question 14 in the 2014 survey asked:**

Are you aware of the possible ways the police, witness care service, etc, can help maintain your anonymity during an investigation and at court?



*This question was more specific than the question posed in the 2013 survey, which asked about how the police, Crown Prosecution Service and Witness Care Service can assist when reporting a hate crime or incident. This question asked specifically about anonymity during the investigation and at court, and the results show that the majority were not aware of provision of anonymity. This demonstrates a need to build better awareness on witness care and support.*

**Question 15 in the 2013 survey asked:**  
 What do you feel would assist in improving services or raising awareness of trans-related hate incidents and crimes?

The respondents could answer in a free-text field and their comments were summarised as follows:

- Awareness-raising in the trans community about hate crime, reporting options, support systems and the processes involved once the report has been made.
- Officers with specific knowledge of trans issues to assist with reported crimes.
- Easier reporting of hate crime without needing to meet face-to-face.
- Diversity training for police tailored to the needs of the trans community using trans trainers.
- Regular police attendance and involvement in social and support events/meetings.
- Public advertising using the media, internet and leaflets etc giving positive experiences of others, information about hate crime and what agencies are available to support victims through the criminal justice process.

**Question 15 in the 2014 survey asked:**  
 With regard to how the police deal with trans related contact, in what area do you think the police service could most improve?



*This question was aimed at the initial contact and how it can be improved, as the 2013 result showed some dissatisfaction. The results showed that the initial officer attending and initial call taker experience were the main areas for improvement and require trans-specific training.*

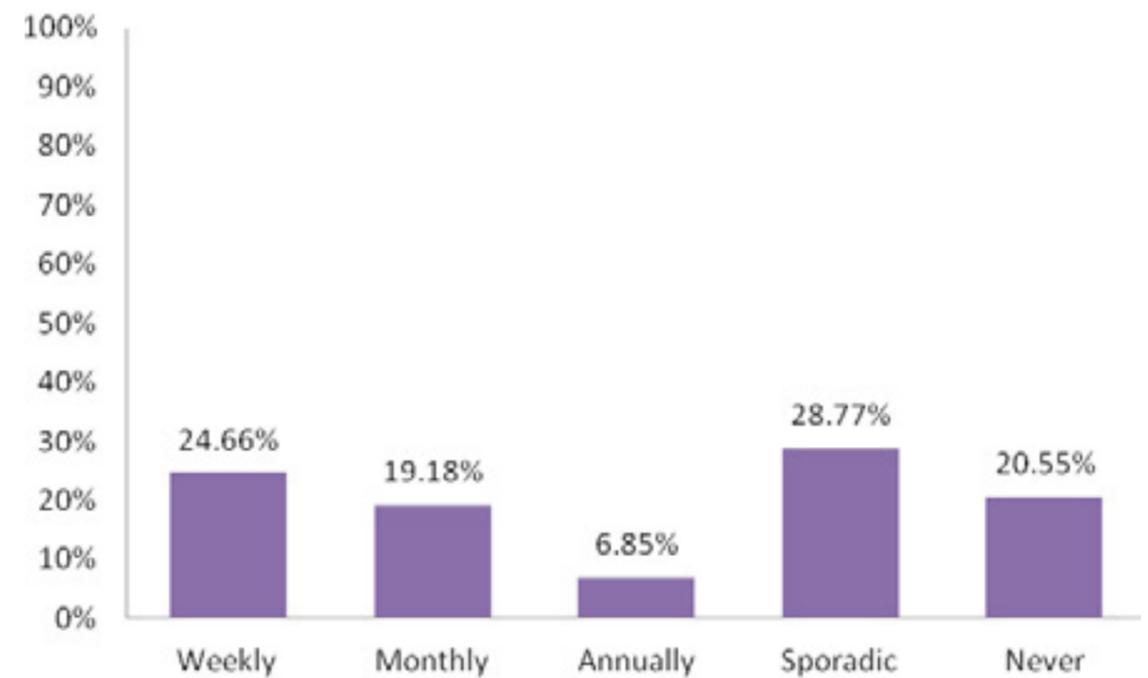
**Question 16 in the 2013 survey asked:**  
 What would you expect the police to do for you if you come forward to report an incident that occurred as a result of your trans status?

The respondents could answer in a free-text field and their comments were summarised as follows:

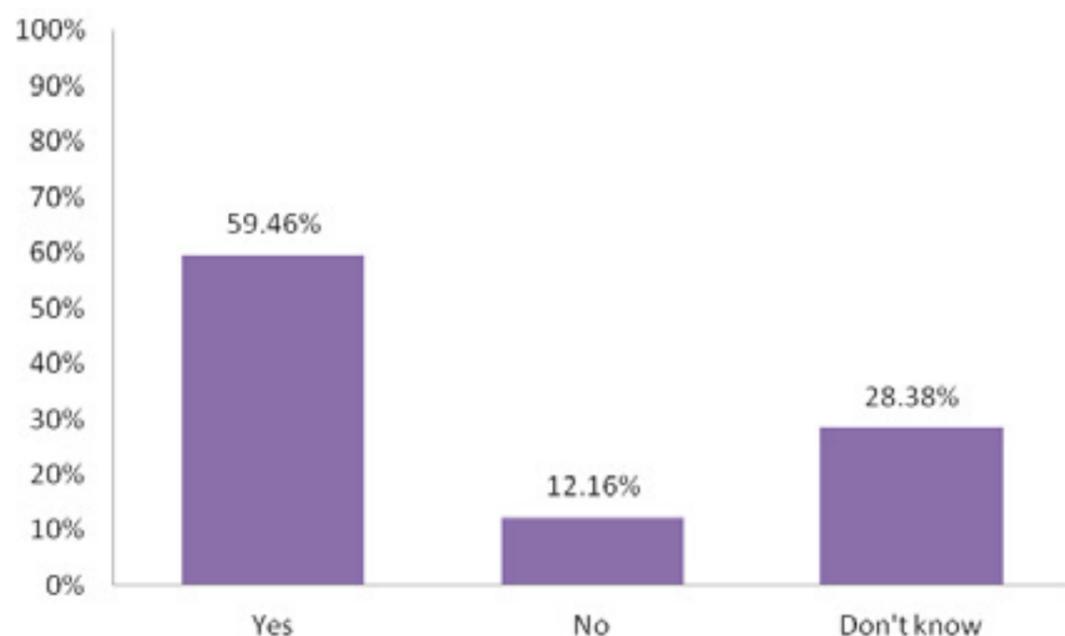
- Ensure my safety
- Investigate the matter
- Take positive action
- Keep me informed
- Direct me to specialist support
- Have a basic enough understanding of trans to treat me sensitively
- Treat the case in the same way they would any other crime
- Correctly record my crime as transphobic
- Treat me with respect, dignity and confidentiality

**Question 16 in the 2014 survey asked where in the UK people lived.**  
 While most responses were from Greater Manchester, there was a good geographic spread due to the engagement work carried out at Sparkle and other events.

**Question 17 in the 2014 survey asked:**  
 How often do you visit trans inclusive areas like Manchester Gay Village or trans support/social groups?



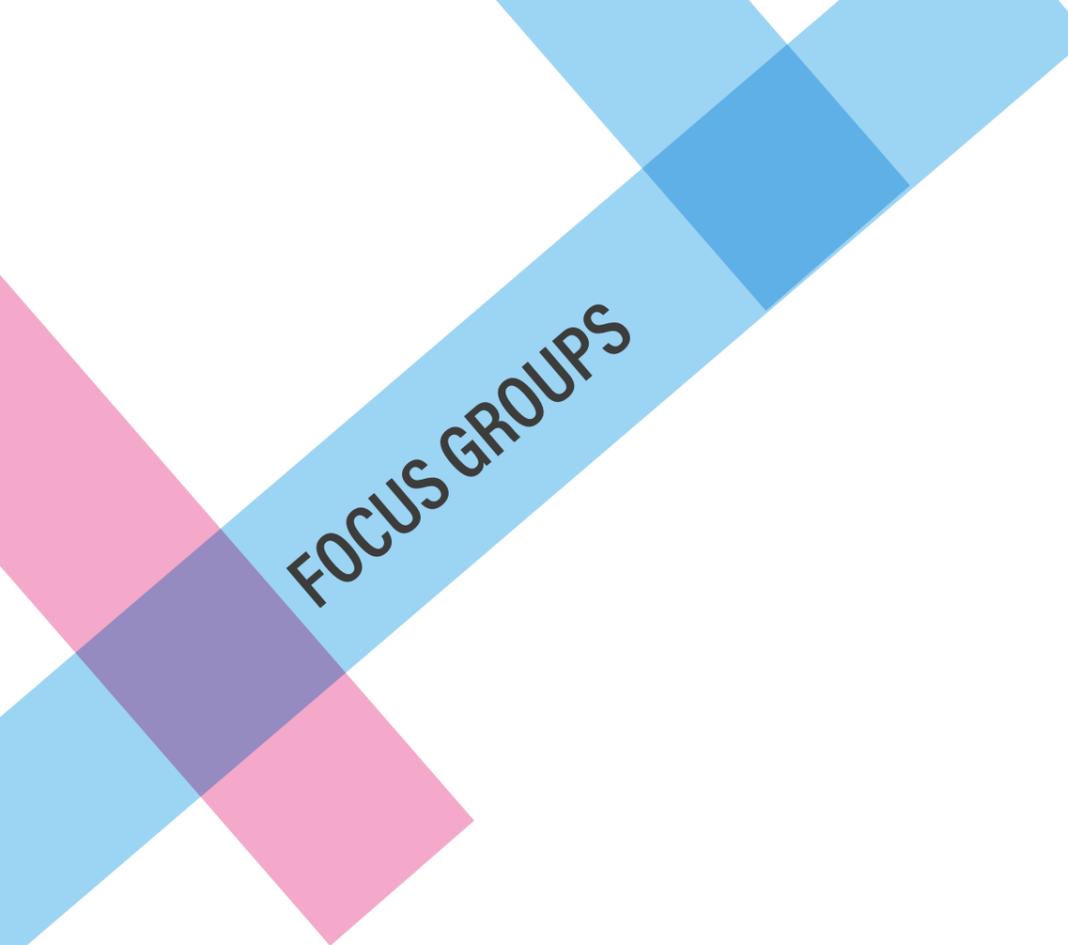
**Question 18 in the 2014 survey asked:**  
Do you feel that trans people are fearful of reporting incidents to the police?



*There is a drop in respondents answering yes from 89.2% to 59.46% when compared to the earlier survey. However, the 2014 survey gave the option of “don’t know” to respondents. The majority of the respondents still feel that trans people are fearful of contacting police to report hate crimes or incidents.*

**Question 19 in the 2014 survey allowed a free text response for general feedback. Their comments were summarised as follows:**

- The people I support don't think that they can report the low level incidents; they think that hate crime only involves violence
- Just be there for us when we need you
- The initial 999 call regarding transphobic verbal abuse and someone trying to take my wig off was not responded to for three hours, leading to a serious assault
- Trans hate to be tackled and dealt with on a par with racism
- Let us inform you online. If a trans person is conscious of their voice they may not be comfortable calling.
- Have a police officer who is LGBT come and talk to us, and make that person the first point of contact
- Police training is required around trans issues
- I used to sit on an LGBT strategic advisory group and assist on training courses to officers, what has happened to these?
- Publicise what you will do when we report a hate crime
- Don't assume a male voice on the phone is a man
- While some police officers are very good and kind others have been dangerously insensitive
- Keep up the positive action
- I have never suffered from abuse but I fear it will happen tomorrow
- Being abused for being trans has become mainstream, that you expect it
- Up-to date equality training
- Trans people will not report for fear of ridicule
- I was told by police that it was my own fault for being attacked dressed like that
- The officers who have taken statements from me did not understand the sensitivities around trans identities



## FOCUS GROUPS

### GOOD COP OR BAD COP?

Focus groups were titled “Good Cop or Bad Cop?” and opened with the question do you think we play the role of “good cop” or “bad cop” when we meet and interact with the trans community?

*“It’s a mixture of service received city centre is pretty good, not so good in surrounding areas.”*

*“GMP are wonderful”*

*“About fear and misunderstanding from both sides”*

*“It’s like a commercial organisation – slowly building blocks to get better.”*

*“Nice to have a visible presence – visual identities would really help – it’s scary the person talking to you, doesn’t know you or*

*understand your concerns.”*

*“99% good, but it’s that 1%”*

*“Trans flags/identification would help, it shows a safe person to talk to.”*

*“I liked the Purple T-shirts worn by officers at Sparkle, it shows that they are approachable and have understanding of trans issues.”*

*“Easier to approach and talk to someone who is public facing rather than internally.”*

*“LGBT Liaison officers or rainbow epaulettes/identification would help.”*

*“Rainbow flags in the windows of every police station/car. Shows that police are approachable.”*

*“I was walking out of a café was laughed at by a woman sat outside with her daughter ‘hysterical laughter’ trans lady felt angry, upset and embarrassed, she didn’t know what she could do as it’s not words, it’s actions, however woman’s daughter had a go at her mother, the new generation*

*challenging unacceptable behaviour. Is this hate crime?”*

*“I feel like a 2nd class citizen, can be just not being spoken to – for example I kept being ignored at a bar, everyone else was being served time and time again.”*

*“We shouldn’t have to wait for a serious incident to change the law....do it now!”*

*“Education!”*

*“Racial and religious are the top category offences, but where is trans hate? 2nd class citizens again!”*

*“Some forces consider a Restorative Justice process for offences that would appear in court.”*

*“With Restorative Justice you have education.”*

## WHEN WOULD YOU REPORT HATE CRIME?

*“I would report anti-social behaviour as it leads to psychological harm.”*

*“It’s better now but in the past a lot of low-level stuff going on problem is if you report everything then you will be constantly on the phone – we used to call it background noise.”*

*“I came out of house, called a name – walked through park called a name etc it’s common place ‘background noise’ – I wouldn’t report this.”*

*“I would be more offended by comments like ‘people like you should be locked up’, words like trans freak (as if there is something wrong with you).”*

*“Even if it’s the correct terminology but said derisory that can be offensive.”*

*“You are not a real woman is just as offensive.”*

*“You have to accept certain things – why?”*

*“Humour is used as a defence it can diffuse situations”*

*“If it was easier to report I would report people calling me ‘sir’ you have to draw a line.”*

*“Curiosity crime is rife, touching and checking amounts to sexual assault, also touching face for stubble, this goes unreported.”*

## HOW WOULD YOU REPORT HATE?

*“Do not know what the 101 number is or for.”*

*“Don’t understand what a third-party reporting centre is or how you would use it.”*

*“Suggestion of a text service to report hate crime especially the low level abuse – BTP have a text service to report crimes.”*

*“Story about reporting via text – a trans male was on a train and there was a guy hurling racist abuse towards a lady and he was getting more and more abusive and aggressive, I did not want to get involved as I was scared, but it was not right that it*

*was going on, so I sent a text to the police and at the next stop, the Police arrested the guy. This was a good way of reporting third party and I think a text service to report hate would be great.”*

*“Having a simple hate crime app on your phone would increase reports.”*

INTERVIEW

## CAN THE POLICE BE INAPPROPRIATE?

*“Personally no”*

*“Once you report there is a chance of a backlash, having to come up with a story afterwards”*

## WOULD YOU REPORT INAPPROPRIATE POLICE BEHAVIOUR?

*“Yes, absolutely!”*

*“No personal experiences, however have heard of officers say ‘man up’ or ‘dressing like that what do you expect’”*

*“Quote that an officer in Manchester has said ‘grow up or I’ll send someone round to do it properly’ referring to a sexual assault allegation.”*

*“I heard a story about a trans female reporting a sudden death and was arrested for murder was subject to transphobic comments through the police process. Now won’t speak to the police. Investigation went no further as it was confirmed as a suicide.”*

*“The bad stories circulate and grow.”*

## SPEAKING WITH A VICTIM OF TRANS HATE CRIME

One-to-one interviews were conducted with victims of trans hate crime. This is the transcript from a victim who lives in Manchester. This victim has received both good and bad experiences when reporting hate crime to the Police.

**How many times have you suffered from hate crime?**

*From 2009 at least over 100, couldn’t really put a number on it, it happens all the time I go out.*

**What do you experience?**

*All the usual, name calling, “Tranny Freak” etc.*

**How many times have you reported incidents to the police?**

*About a dozen, maybe more.*

**And how have you been happy with the service provided by the police?**

*Not happy 90% really bad.*

**Could you tell me about the first incident you reported to the police?**

*I was walking down the street, got abuse “freak, pervert etc”, it was near to a taxi rank, and the taxi drivers joined in, I challenged the taxi driver and the taxi driver drove his car into me, knocking me onto the bonnet. I immediately reported it. It was scary, no-one helped, everyone was laughing.*

**So what did you think of the police before you reported this incident?**

*I thought they were alright, I had spoken to the local PCSOs and they seemed alright.*

**So you made the call to the police immediately after the incident you described, how was the call?**

*The call was fine, it all went wrong when the police came to see me.*

*The first thing they said was: "Why don't you move", then: "Why don't you walk another way."*

*The officer seemed really off, made it feel like it was all my fault.*

**Is this how all officers have treated you when you have called the police?**

*Not all of them, some have tried, have had comments from some like: "I understand, I have a gay cousin."*

**Were the bad experiences you received all down to the service, or did you have problems with the process?**

*It was the attitude of the police, nothing wrong with the process of reporting.*

*It has meant I have become disillusioned, it feels like people have got away with the hate crimes and then they are laughing at me.*

**Have you complained about the bad service?**

*I have, on one occasion I complained after I had reported some hate graffiti in my apartment block. After I complained I was*

*accused of doing it myself. I was told by the inspector that nothing was going to happen to my complaint as his officers don't lie.*

*I have also been accused of shouting at a security guard, I was threatened that I had committed a public order offence and I could be arrested, but that complaint was upheld.*

**How could the police get better?**

*Be sympathetic, I have been a mess at times, the police have been in a rush, and really bad body language, they just need to be more sympathetic.*

*Once I had a good officer, the others times they have been really cold.*

*I feel like I haven't been listened to, and after speaking to the police I feel worse.*

**Have the police ever explored the trans element of the hate you have reported?**

*No, they have never taken an interest.*

*One officer tried to get me sectioned, trying to brush off the incident using the mental health card. On most occasions the officer have tried to talk me out of reporting the hate crime, or tried to tell me it's not really a hate crime.*

**What do you want from the police when reporting a hate crime? For example if you reported in a new area for the first time?**

*I just expect a decent service, the same that everyone else gets.*

*I want to be seen in person, you need that reassurance, I don't expect it straight away.*

*Also just to be kept updated, once a week, by phone call etc, the update doesn't have to be in person.*

*As long as the process and outcome was explained, I would be happy.*

**How can we get the police officers to treat you better?**

*More training, more empathy and understanding. Just talk to me.*

**What do you think of some of the suggestions we have had from the focus groups?**

**LGBT liaison officers?**

*Would be nice to get everyone to the same standard, of experience and understanding, but it would be a good idea, at least you know who you will be seeing and that you will get a sympathetic, understanding officer.*

**Identification, for example badges/flags on uniform, on cars/at stations (front desks)?**

*A really good idea, shows that the police are approachable, especially if in the city centre for example and you aren't sure what reaction you would get from an officer, then you see a rainbow/trans flag on their uniform, you then know they can help you.*

**A text service to report hate crime?**

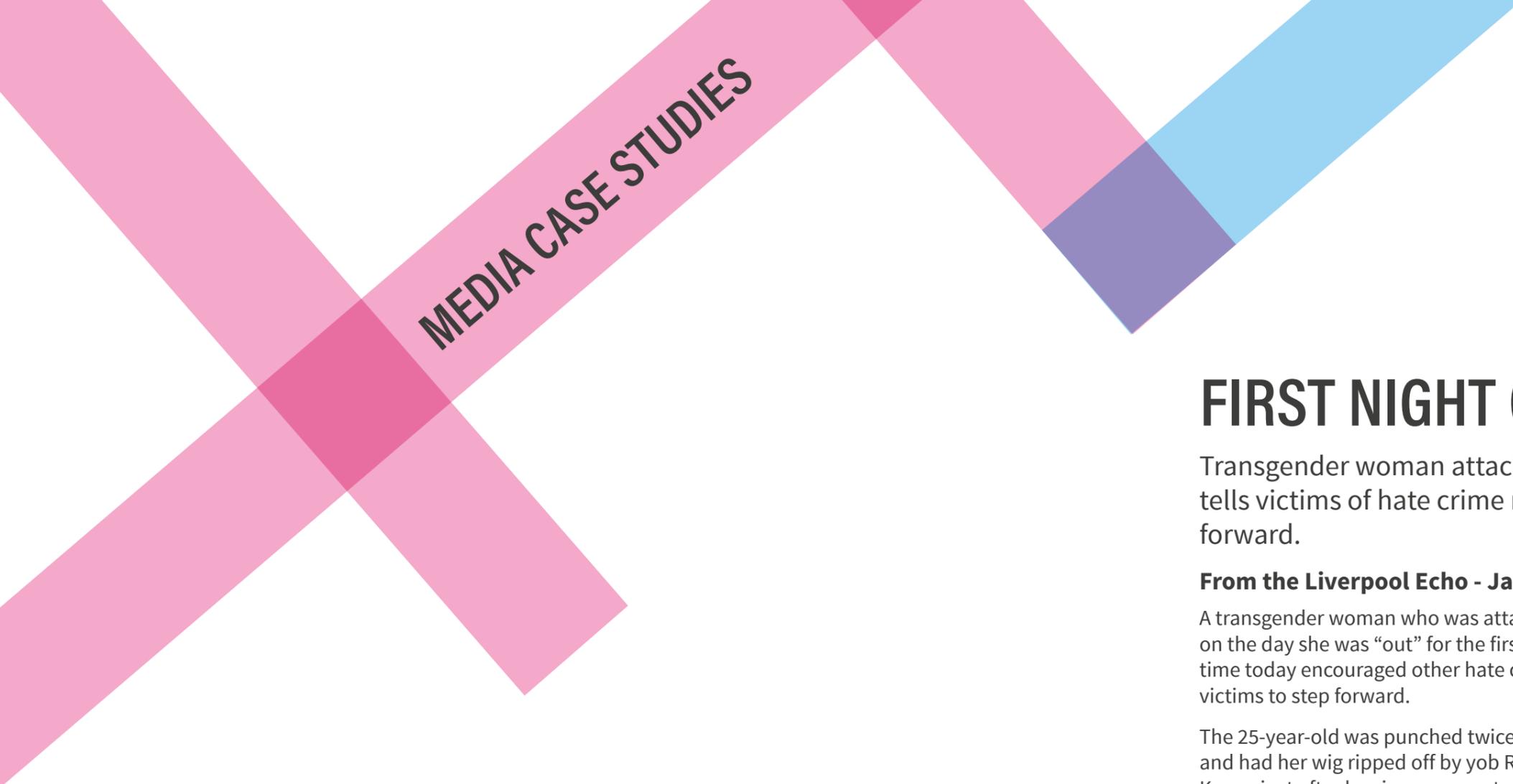
*Another good idea, you can report it quicker, more likely to report the incidents you wouldn't bother calling up for.*

**What do you understand a hate crime to be?**

*Basically anything that involves hate.*

**What are your thoughts on Restorative Justice, should it be used for hate crime?**

*For me I don't like it, it's not the outcome I want or would expect when reporting a hate crime, I have been offered it before, and it feels like the officers have tried to talk me into using it as an easy option for them. On one occasion, they were trying to talk me into using RJ but I said no, they told me that the offender was cautioned, but I later found out the offender hadn't been cautioned at all, the officer had closed it off as RJ!*



## MEDIA CASE STUDIES

# FIRST NIGHT OUT

Transgender woman attacked on first night “out” in Liverpool tells victims of hate crime not to feel scared about coming forward.

### From the Liverpool Echo - January 2015

A transgender woman who was attacked on the day she was “out” for the first time today encouraged other hate crime victims to step forward.

The 25-year-old was punched twice and had her wig ripped off by job Ryan Kenny just after leaving a support group meeting in the city.

Kenny, 20, was today locked up for 20 months over the unprovoked attack in Skelhorne Street, near Lime Street station, in March.

His victim, whom the ECHO is not naming, said she initially felt scared of reporting the crime to the police – but was now glad she did.

She called on other victims of hate crime to feel confident in coming forward.

She said: “I’d like to encourage other victims like me to report hate crime because saying or doing something violent or abusive to someone because of their gender identity is a serious crime.

“People who are perceived to be different still deserve to be treated fairly and with dignity and respect just like anyone

else. I didn’t deserve to be subjected to verbal and physical abuse by Ryan Kenny so I decided not to put up with it and reported him to the police.

“I know that some people can have difficulties finding the courage to make that report, or work out who to go to for help.

“But I’d like to say that you don’t really have anything to worry about. Firstly, you’ve not done anything wrong, someone else has, so don’t blame yourself.

“Secondly, you don’t have to contact the police directly to make your report. You can use a third party organisation like Stop Hate UK who can give you plenty of advice and support first. I did choose to report it directly but I actually found the phone operator really friendly and supportive. It was like I was talking to someone I knew and that helped.

“Everyone else I spoke to from that point onwards, from the officer who took my statement to my hate crime investigator, has been the same and nothing has ever been done that wasn’t in my best interests.

“I do understand why people feel scared or nervous about reporting a hate crime against them – I know I did – but I hope this case gives other victims a glimpse into what happens when you do find the courage to do it.

Nothing bad can come from reporting a hate crime against you and I am actually glad that I did.”

Liverpool Crown Court heard how Kenny from Bridge Street, Birkenhead, pulled his victim’s wig off and swiped at her with it up to 20 times.

She was punched twice in the face before her make-up bag was then stolen.

Det Insp Phil Mahon, from Merseyside Police’s Sigma hate crime unit, praised the victim from her bravery in coming forward.

He said: “She was making her way home from a night out, ironically at a support group for transgender people.

“It was her first night out dressed as a woman and she was put through a horrendous physically and verbal attack, and had her property stolen.

“It has taken a lot of bravery on her part to come forward to work with us and the Crown Prosecution Service to bring this aggressive, violent individual to justice.”

Sentencing Kenny to 16 months in a young offenders institution for the assault and four months for the theft, to be served consecutively, judge Brian Lewis described the “disgraceful attack” as “humiliating, degrading and persistent”.

He told Kenny: “She was targeted because she was transgender and the attack was completely unprovoked.”

*Merseyside Police’s Sigma Hate Crime Team investigates all hate crimes reported to Merseyside Police. Due to the Detective in charge of the case’s expert knowledge and awareness of hate crime and of trans issues the crime and victim support was of an excellent standard. The trans hostility was identified and flagged on the prosecution file, which meant that the “uplift power” under s146 of the Criminal Justice Act 2003 was able to be used.*

*This allows for an increase in sentence if disability, sexuality, or trans identity hatred has been a motivating factor.*

## FORCED TO MOVE HOME

Transgender woman forced to move house after death threats and knife in her front door

**From the Liverpool Echo - November 2015**

A transgender woman who was terrorised whilst living in Merseyside has spoken out about her horrific ordeal.

Nat\* spent years being victimised as a male to female transgender but was too scared to report it.

The final straw came when she woke up one morning to find death threats painted on her front door.

She phoned her housing association, Riverside, who reported the incident as hate crime to the police, cleaned off the graffiti and arranged for her to be moved.

Nat thought her ordeal was over but when she returned to her flat to collect her belongings, she was greeted by a knife embedded in the door.

She said: “When I saw the knife, it really drove home to me how terrifying things had become. Sometimes I don’t think you realise how bad things are until you

are removed from the situation.

“Within months of confiding in some neighbours I thought I could trust that I was transgender, my life spiralled out of control. I was singled out for being different and my life quickly descended into a living hell. I was broken into twice within a week. The first time they took my valuables but the second time, they just took a carton of juice.

“I felt like they broke in just to torment me, not for any financial gain.”

The hate crime Nat was subjected to led to her self harming and taking medication.

She said: “The abuse I was suffering set me back in my transition journey because I felt like I couldn’t be myself. I felt worthless so I started self harming and became increasingly depressed and anxious. I was working as a welder at the time but because I operated machinery



## RECOMMENDATIONS

I had to admit to my employer that I was on medication. The next thing I knew, I was being handed my P45.

“I had no money so I would go for days without eating. I was scared to go outside and without a job, I had no reason to leave the flat. I became more and more withdrawn. When my laptop was stolen, I felt even more isolated and I couldn’t afford insurance so I couldn’t replace it.”

Nat has spoken out about the horror she suffered as part of the launch of a scheme by Riverside to help troubled young people avoid losing their homes.

The Intensive Intervention project is designed to help tenants aged 16 to 30.

\* Name changed to protect the woman’s identity. The ECHO is not disclosing where in Merseyside the woman lived.

*This case study highlights the benefits of having partner organisations who are knowledgeable and pro-active in identifying and tackling hate crime.*

## PROVIDING A BETTER SERVICE

From the outset the consultation has sought to identify the experiences, needs and expectations of trans hate crime victims. The recommendations embody the voices of those whose lives have been directly affected by hate crime. The relevance of these recommendations are not just limited to Greater Manchester Police, but also the wider policing family and indeed other organisations who could benefit from the learning arising from this research. The recommendations represent a wish list of the most commonly-cited needs and expectations of the trans community. These recommendations are important, achievable and will serve to provide a better service to the trans community. In order that the learning from this research can be shared with UK policing, GMP will distribute this to all UK police forces via the National Hate Crime Group, with a request that forces further share with their local partner agencies and organisations.

### **More empathy from frontline staff when dealing with trans hate crime victims**

Organisations aim to treat their service users and customers with respect and dignity. However when it comes to hate crime victims and specifically trans hate crime victims, there is anecdotal evidence of little or no empathy displayed by the police and other organisations. Our research has evidenced that one of the main causes of dissatisfaction with the often poor service received is due to the lack of empathy displayed to the victim. This needs to be addressed and frontline staff need to be more empathetic and understand how their attitude and body language can have an effect on a victim's view of the service received. This can be addressed through organisational culture change and customer service training and awareness.

### **Personal development of frontline staff in their awareness around hate crime & trans specific issues, including those who can be deemed as “back-office”, for example call takers**

This report documents that trans people's experiences are that frontline staff - including those staff in control room/call centre environments, who are sometimes deemed as “back-office” - have little or no knowledge of trans issues and need further training and development on hate crime.

Many organisations do not continually train and develop their staff with regard to hate crime and trans issues. National organisations can have regional variations in the degrees of training both initial and continuing, which has been documented and evidenced by the Equality and Human Rights Commission (EHRC) in their Out in the Open Report,

which is on the subject of disability hate crime.

It has been publicly stated by leaders of organisations that hate crime is a key issue for their organisation, along with publicity and promotion of hate crime reporting. Face-to-face training is required to ensure that the victim or service user receives the best possible service.

### **Ongoing engagement with the trans community**

Trans people say they have not felt as engaged with the police and other organisations as other protected characteristic groups, which has in part been a factor in the lower confidence levels in organisations by members of the trans community. However it has been recognised and acknowledged that meaningful engagement has improved and is evidenced in the police's involvement in key trans events like Sparkle and the Trans Day of Remembrance (TDoR) events. A significant factor in increased confidence in police - specifically in the Manchester and North West trans community - has been the very visible engagement, through Greater Manchester Police's rainbow-liveried hate crime car, trans-specific hate crime promotional materials and forces raising the trans

pride flag at their headquarters. This meaningful engagement with all groups, organisations and people in the trans population needs to continue and be nurtured, so as not to be seen as previously perceived, as one-off tokenistic events.

Through meaningful engagement, confidence levels can be increased and hate crime awareness and reporting levels can be increased.

### **Hate crime awareness campaigns to be inclusive and targeted**

Throughout this report the evidence shows that there is still a lack of understanding in the trans population about what hate crime and hate incidents are. This lack of understanding is one of the main reasons for the low level of trans hate crime reporting. Work has been done by organisations at a local level to increase awareness and understanding of hate crime through activity like hate crime awareness weeks, and this activity has undoubtedly helped to increase hate crime reporting across all strands. However hate crime campaigns need to be inclusive of trans people. Excluding hate crime strands can lead to frustration and lack of faith and trust within those groups.

Campaigns need to be targeted and inclusive and be seen in both physical and digital locations where those who suffer or at risk of suffering hate crime may gain access to the campaign. Consideration should also be given to consulting with the trans community on the design of materials to ensure inclusivity and to maximise understanding, impact and reporting.

### **Development of designated officers who lead on trans issues within local neighbourhood policing teams**

It has previously been noted that there is a lack of knowledge and understanding of issues that specifically affect trans and lesbian, gay and bisexual communities. Ideally, every frontline member of staff of an organisation would be equally knowledgeable to the same standard through robust and efficient training and ongoing development, but this is not a realistic goal in the short term. Additionally, there will be members of staff within organisations who already have existing specialist knowledge or wish to gain specialist knowledge.

Organisations should consider the benefits of using staff skills, knowledge and expertise to better serve the trans

community, who may be more prepared to disclose and discuss hate crime to a designated point of contact. In the development of designated points of contact, this will be an added skill for those staff and not a full-time role.

### **Review and assessment of third-party reporting, to include a review of all hate crime reporting mechanisms**

It has been evidenced and documented in this report that trans people are not aware, or have a limited understanding, of what a third-party hate crime reporting centre is and how it can provide support. When the concept is explained the benefits can be seen. Organisations should continually review and refresh their third-party reporting mechanisms to ensure they are fit for purpose. Organisations should have a range of both physical and digital reporting solutions in place. They should also ensure there is community consultation and involvement to ensure those mechanisms are understood.

Online reporting is available through a range of means:

Any hate crime can be reported through the Home Office-funded True Vision website. For more information visit: [www.report-it.org.uk](http://www.report-it.org.uk).

The LGBT Foundation has simple online web app for reporting hate crime: [lgbt.foundation.report](http://lgbt.foundation.report).

Sparkle, the National Transgender Charity which facilitates TDoR, has developed a trans-specific online reporting service which can be accessed at: [www.tdor.co.uk](http://www.tdor.co.uk)

### Consideration of the use of restorative justice for transphobic hate crime cases

Restorative justice (RJ) is now embedded as a concept in GMP and so the time has come to look at how we can best use RJ to meet the needs of victims of transphobic hate crime, offenders and the wider trans community. The use of RJ in any hate crime demands responsibility and there needs to be clearer focus in GMP on delivering RJ in an appropriate, victim-focused way. This means ensuring that RJ is dealt with at the right level and by the right people and that there is a meaningful outcome for all involved parties.

When RJ is applied in this way it can provide the necessary educational experience to offenders of hate crime and challenge them to address their offending behaviour.

Trans communities have called for more education in the wider community about the effects of hate crime on victims. Organisations should work to encourage the development and promotion of education about hate crime and its effects for offenders of hate crimes and link this to any future use of restorative justice.

More information on restorative justice can be found on the Greater Manchester Victims' Services website: [gmvictims.org.uk](http://gmvictims.org.uk).

### Public transport to be made safer

Public transport and transport interchanges have been identified as locations where hate crime and incidents are experienced by trans people and other groups. From an earlier recommendation of inclusive and targeted hate crime campaigns, the public transport network is a key area where there must be consistent, visible and zero tolerance of hate crime with awareness training and support material. Transport staff need to have knowledge of hate crime, be able to recognise hate, and to provide support and advice to victims.

British Transport Police provides a simple text-reporting service, where members of the public can text 61016 about non-emergency incidents, including hate crimes. Members of the trans community told us this is a simple and non-confrontational way of reporting crimes and incidents, and is particularly relevant in the context of some public transport environments

More information on BTP's text reporting service is available here: [www.btp.police.uk/61016\\_text\\_service1.aspx](http://www.btp.police.uk/61016_text_service1.aspx)

### Become a trans-friendly organisation

Organisations should become more trans-friendly and inclusive. This report highlights that trans people are wary of approaching and contacting organisations they perceive to be institutionally transphobic. Organisations should be encouraged to promote trans ally schemes, to support their trans and LGBT staff networks, to actively and meaningfully engage with their trans communities and to promote positive trans stories and events like Sparkle and TDoR.

Organisations can also support their trans employees and communities by changing culture, to become over time more inclusive of different gender identities. For example, organisations could not have a Mr or Mrs prefix option on computer systems, or add the Mx title alongside the more traditional options. This is particularly relevant to those organisations that are perceived as being historically male-dominated. By being visibly supportive and inclusive, organisations can foster and increase confidence within the trans community.

### **Review of policies and procedure to ensure parity**

Many trans people feel their community is regularly treated as a poor relation within the protected characteristic groups and often missed out of consultation exercises or publicity materials, which has a major effect on the confidence levels within the trans community. Organisations should conduct regular reviews of their policies and procedures to ensure they comply with current legislation and are fully inclusive.

### **Public to be proactive in identifying and reporting trans hate crimes and incidents**

Hate crime victims told us about times when members of the public witness the initial incident and do nothing, turn a blind eye, or even join in and assist or encourage the offender. These behaviours from members of the public should not be accepted when seeing a fellow human suffering from hate crime.

Hate crime awareness campaigns should stress that anyone, not just the victim, can report a hate crime and that support can be provided to the victim by members of the public, by reporting, and being available to be a witness to provide evidence, or by simply asking after the incident is the victim OK and if they need any support. This recommendation does not encourage members of the public to place themselves in danger when witnessing hate crime.

### **Consideration of adopting early intervention and a more problem-solving approach to the so-called “low-level” reports.**

As documented in this report, hate crime can be a daily occurrence for many victims and is too often accepted as background noise or part of being a trans individual.

Organisations need to recognise and identify early intervention and case management options at the first report of hate crime, especially when it is at the so called “low-level” for example verbal abuse. Organisations need to encourage frontline staff not to be dismissive of victims of hate when reporting and to consider their own use of language and terminology. An example provided by a victim was of sustained verbal abuse that led to physical abuse at a transport interchange that was dismissed as “low level” initially by an organisation. The organisation should have taken a problem-solving approach and considered targeted hate crime awareness raising activity, and proactive

educational activity. Organisations need to take these incidents more seriously and this would prevent future victimisation and help make hate crime victims feel less vulnerable.

## ACKNOWLEDGEMENTS

PC Lee Owen (GMP)  
Jenny-Anne Bishop OBE  
Dawn Pomfret  
TransForum Manchester  
GMP Pride Network  
National Trans Police Association  
PS Kathryn Crompton (GMP)  
DC Tracy O'Hara (Merseyside Police)  
Kat Stock (Cheshire Constabulary)  
Kate Leach, Claire Millett & Smyth Harper  
(Greater Manchester Police and Crime  
Commissioners office)  
Lauren Clifton & Sarah-Jane Duffin (GMP  
Data analysts)  
Dr Lee Middlehurst

Tony Griffin – Navajo Merseyside and  
Cheshire  
Sparkle  
LGBT Foundation  
Morf Manchester  
DS Kirsten Buggy (GMP)

## READING

Hate Crime England and Wales,  
2014/2015, Home Office, Statistical  
Bulletin 05/15

An Overview of Hate Crime in England  
and Wales, Home Office, Office for  
National Statistics and Ministry of  
Justice. December 2013

Crime in England and Wales / Crime  
Survey for England and Wales, Year  
ending March 2015

Home Office Counting Rules for Recorded  
Crime, Home Office

Leicester University, Hate Crime Project,  
Chakraborti.N, Garland.J, Hardy.SJ (2014)

Whittle.S & Stephens.P (2001) Provision  
for Transsexuals and Transgender people  
in the Criminal Justice System – Press for  
Change

Whittle.S, Turner.L & Al-Alami.M (2007)  
Engendered Penalties – Transgender  
and Transsexual people's experiences of  
Inequality and Discrimination – Press for  
Change

Dick.S (2000) Homophobic Hate Crime,  
Gay British Crime Survey, Stonewall.

Gender Variance in the UK, Prevalence,  
Incidence, Growth and Geographic  
Distribution, GIRES (2009) - [http://  
www.gires.org.uk/assets/Workplace/  
Monitoring.pdf](http://www.gires.org.uk/assets/Workplace/Monitoring.pdf)

Gender Recognition Act 2004

Community Safety, State of the city for  
LGBT people, LGBT Foundation (2014)

Guide to being a trans ally, [Pflag.org](http://Pflag.org)

Out in the open – Tackling Disability  
related harassment, A Manifesto for  
Change, Equality and Human Rights  
Commission, October 2012

College of Policing – Hate Crime  
Operational Guidance 2014 - Strategy  
and Guidance - Report It - True Vision

Trans Mental Health and Emotional  
Wellbeing Study – Scottish Transgender  
Alliance McNeil J., Bailey L., Ellis S.,  
Morton J., and Regan M. (2012)

All Wales Hate Crime Project – 'Time for  
Justice' - [http://www.refweb.org.uk/files/  
Wales%20Hate%20Crime%20Report.pdf](http://www.refweb.org.uk/files/Wales%20Hate%20Crime%20Report.pdf)

Police and Crime Commissioner for  
Greater Manchester – Police and Crime  
Plan 2013-2016 - [gmpcc.org.uk/plan](http://gmpcc.org.uk/plan)

Police and Crime Commissioner for  
Greater Manchester - The route to ending  
hate crime in Greater Manchester report  
- [http://www.gmpcc.org.uk/wp-content/  
uploads/2015/09/Hate-Crime-Report-  
FINAL1.pdf](http://www.gmpcc.org.uk/wp-content/uploads/2015/09/Hate-Crime-Report-FINAL1.pdf)

