

Agenda Item 11

Meeting	Authority Meeting
Date	23 May 2024
Location	Merchants House, Glasgow
Title of Paper	Policing of the Hate Crime Act
Presented By	Alan Speirs, Deputy Chief
	Constable Professionalism,
	Strategy and Engagement
Recommendation to Members	For Discussion
Appendix Attached	Yes
	Appendix A - Interim guidance -
	Responding to Hate
	Appendix B – Weekly Hate Crime
	and Incident Report

PURPOSE

The purpose of this paper is to provide the SPA Authority Board with an overview of Police Scotland Strategic response to the implementation of the Hate Crime and Public Order (Scotland) Act 2021.

Members are invited to discussion the contents of the report and appendices.

1. Overview

- 1.1 Hate Crime is a term used to describe behaviour which is both criminal and rooted in prejudice. This means that the law has been broken, and the offender's actions have been driven by hatred towards a particular group. Hate crime has a hugely damaging and corrosive impact on victims, their families and communities.
- 1.2 The recording of Non-Crime Hate Incidents dates back to recommendations in the 1999 Stephen Lawrence Inquiry report and began in Scotland in 2004 and in England and Wales in 2005. The collection of data is an important tool in understanding the experiences of hate crime and shaping interventions.
- 1.3 On 1 April 2024, the Hate Crime and Public Order (Scotland) Act 2021 (the Act) came into force. The aim of the Act is to provide greater protection for victims, communities and to tackle the harm caused by hostility and prejudice.
- 1.4 The Act maintains and consolidates protections in law against offences aggravated by prejudice and introduces new offences of 'stirring up hatred' which criminalises threatening or abusive behaviour and the communication of threatening or abusive material which is intended to stir up hatred against a group of people by reason of their particular characteristics. The right to freedom of expression is specifically built into the Act.
- 1.5 Police Scotland developed and delivered a programme of training to support our implementation of the new legislation. Interim guidance has been published specifically on the recording of Non-Crime Hate Incidents in May 2024. Police Scotland is developing a Policy and Standard Operating Procedure (SOP), with consideration sources including recommendations from the HMICS Thematic Inspection on Hate Crime; the College of Policing Authorised Professional Practice and Home Office Code of Practice on Non-Crime Hate Incidents (NCHIs) and the Lord Advocate's guidelines, published in April 2024
- 1.6 On implementation of the Act, Police Scotland experienced a surge of reporting, the vast majority of which were reported online, anonymously and did not meet the threshold to be classified as either Hate Crimes or Non-Crime Hate Incidents. Additional staffing was put in place and the impact on frontline policing was minimal. Since implementation, Police Scotland has been publishing data on hate crime reporting on a weekly basis.

2. Key Changes Introduced by the Hate Crime and Public Order (Scotland) Act 2021:

2.1 The definition of a hate crime has not changed as a consequence of the Act. The notable change is that when those crimes are reported, they are libelled slightly differently, using the provisions of the new Act. The offence of "stirring up hatred" is not a new crime, the offence of stirring up of racial hatred has been a criminal offence for many years, under the provisions of the Public Order Act 1986. The offences created under the new Act extend the offence of "stirring up hatred" to other characteristics protected within the legislation.

2.2 <u>Expansion of Protected Characteristics:</u>

The Act extends hate crime protections to include age and variations in sex characteristics, bringing the total number of protected characteristics to seven.

2.3 <u>Consolidation of Hate Aggravation Laws:</u>

The legislation consolidates various previous Acts into a single provision for hate aggravation, allowing for increased penalties when offences are motivated by hatred or prejudice.

2.4 <u>Broadening the Scope of Stirring up Hatred:</u>

The Act criminalises the behaviour of stirring up hatred on the basis of all protected characteristics in both public and private settings, expanding the scope beyond the previously covered characteristic of race only;

- Section 4(1) offence of stirring up racial hatred a person commits an offence if (a) the person behaves in a manner that a reasonable person would consider to be threatening, abusive or insulting, replacing Sections 18-21 Public Order Act 1986
- Section 4(2), a person commits an offence if (a) the person behaves in a manner that a reasonable person would consider to be threatening or abusive, offence of stirring up hatred against a group of persons defined by age; disability; religion; sexual orientation; transgender identity and variations in sex characteristics.

2.5 <u>Safeguards for Freedom of Expression:</u>

Provisions have been included to protect freedom of expression, under section 9 – which only refers to section 4(2), ensuring that

legitimate discourse and artistic expression are not unduly restricted, specifically for stirring up of hatred offences.

2.6 <u>Abolition of Blasphemy Laws:</u>

The Act repeals Scotland's blasphemy laws, thereby aligning legislation with contemporary values surrounding freedom of speech.

2.7 Enhanced Data Collection on Hate Crimes:

The legislation promotes improved data collection practices to monitor trends in hate crimes more effectively and allocate resources accordingly.

3. Delivery of Training by Police Scotland

3.1 Police Scotland developed and delivered a programme of training to support our implementation of the new legislation. This includes an e-learning module, which has been completed by more than 90% of officers, as well as a series of in-person and online workshops across Local Policing Divisions.

A cadre of around 80 Hate Crime advisors and 450 Hate Crime champions are in place to support colleagues while Contact, Command and Control (C3), officers and staff also received tailored training.

A dedicated micro-site was created with full guidance, scenarios, FAQs and video instructions on how to raise and record hate crimes via the new Core Operating Solutions national system.

4. Police Scotland Guidance

- 4.1 Police Scotland has provided guidance for officers and staff on responding to and recording Hate Crimes and Non-Crime Hate Incidents (NCHIs). Interim guidance was published in May 2024 providing additional clarity, direction, and consistency to our approach, see Appendix A. Police Scotland is drawing on the lived experience of the new legislation in the development of a Policy and Standard Operating Procedure (SOP), with consideration of several key sources:
 - Recommendations from the HMICS Thematic Inspection on Hate Crime

- The College of Policing Authorised Professional Practice and Home Office Code of Practice on NCHI
- The Lord Advocate's guidelines, published in April 2024

5. Non-Crime Hate Incidents

5.1 The Macpherson Report in 1999, which was a result of the murder of Stephen Lawrence, recommended that all police services, including those in Scotland, should apply perception-based recording of NCHIs.

As a result of the Miller v College of Policing case, College of Policing updated their guidance in 2023. While cognisant of differences including legislation, our aim is to align as closely as possible with the new College of Policing guidance. As such the Interim guidance that was published in May 2024 also specifically addresses NCHIs.

The guidance outlines a reasonable person and policing purpose test for the recording of Non-Crime Hate Incidents and provides direction that the details of the other party of a report will not be routinely recorded as part of a Non-Crime Hate Incident.

The data presented in Appendix B, shows that 1.3% of reported incidents have been recorded as NCHIs since implementation of the Act.

6. ASSESSING INITIAL IMPACT AND IMPLEMENTATION

- 6.1 Following the introduction of the legislation the demands on Police Scotland have been considerable with a significant volume of online hate reports, amongst general reporting. Since the introduction of legislation, the following were recorded:
 - 9,705 online reports
 - 1,301 Hate Crimes reported
 - 147 No Crime Hate Incidents

Despite the online surge, the impact on frontline policing has been minimised, the demand being effectively absorbed within C3 with additional national EDI team support. This was achieved by enhancing staffing levels, ensuring that the division's ability to answer and respond to 101 and 999 calls was not compromised.

The overwhelming majority of the online complaints were submitted anonymously and, upon assessment, did not meet the threshold to be classified as either Hate Crimes or NCHIs.

Over the last 5 years NCHIs have increased year on year, there is a 1.3% decrease YTD since last year, however this is a small data set between 1 April and 12 May. This may also be due to the reasonable test now being applied.

Hate Crimes have followed a similar pattern with a decrease in 2020/2021 which may be attributed to COVID, and again a decrease in 2023/2024. There has been an 80% increase YTD since last year. This increase may be due to increased trust and confidence.

Reported Hate Crime since the implementation of the legislation follows trends of previous years with race, sexual orientation and disability being most affected. Geographically Glasgow followed by Edinburgh have seen the most reports, in keeping with demographics and population.

A Gold Command Structure, overseen by DCC Speirs, was established and remains in place. Ensuring that any emerging issues are quickly escalated and appropriately addressed.

Since the introduction of the legislation Police Scotland have published data on a weekly basis.

7. CONCLUSION

7.1 The introduction of the new Act has had minimal impact on front line policing. Officers were well supported through a comprehensive training programme with advisors on hand to assist.

Interim guidance on Police Scotland's Response to Hate has been published, which also specifically addresses NCHIs.

The forthcoming Policy and the new Standard Operating Procedure not only adhere to Police Scotland's values and code of ethics but also reflects the legislative changes outlined within Hate Crime and Public Order (Scotland) Act 2021, and the latest College of Policing guidelines. Consultation on the Policy and Standard Operating Procedure is due to commence late summer 2024.

Our approach demonstrates that Police Scotland is committed to ensuring that public trust and confidence are not only maintained but significantly enhanced.

8. LEGAL IMPLICATIONS

8.1 There are no legal implications in this report.

9. REPUTATIONAL IMPLICATIONS

9.1 There are reputational implications. Building and maintaining a service which improves the experiences of all communities, including our own officers and staff, will positively enhance the reputation of Police Scotland.

10. SOCIAL IMPLICATIONS

10.1 Police Scotland's plans are designed to further diversify the workforce by encouraging people from under-represented groups to consider a career in policing. Having a diverse workforce that is truly representative of communities will increase public confidence and legitimacy of Police Scotland.

11. COMMUNITY IMPACT

11.1 Without a well skilled, supported, and motivated workforce the confidence placed in service delivery and the legitimacy of policing communities could be compromised.

12. EQUALITIES IMPLICATIONS

12.1 The content of this paper will positively support EDI in the workplace ensuring Police Scotland is accessible as an employer to all our communities.

13. ENVIRONMENT IMPLICATIONS

13.1 There are no environmental implications in this report.

RECOMMENDATIONS

Members are invited to discuss the contents of this report and appendices.

Appendix A

Interim guidance - Responding to Hate

Hate Crime has a significant impact on individuals and communities and Police Scotland is committed to ensuring a consistent and professional response to any reports of Hate Crime or Non-Crime Hate Incidents (NCHIs).

The recording of Hate Crime should continue in line with current Police Scotland crime recording procedures and as directed through the training programme developed for the implementation of the new Hate Crime and Public Order (Scotland) Act 2021. An iVPD to record a Concern Report should only be recorded where one or more persons has a vulnerability.

Characteristics protected in the Hate Crime and Public Order (Scotland) Act 2021 are; Age, Disability, Race, Religion, Sexual Orientation, Transgender Identity, Variations in Sex Characteristics.

The purpose of this guidance is to clarify when officers should record a NCHI, where we record them and what we should record. This guidance supplements the Hate Crime Legislation, SCRS and training programme and supersedes Force memo 26.24 and the 2021 Hate Crime guidance.

Decision to record Non-Crime Hate Incidents

Recognising that NCHIs are not crimes, recording allows police to identify people who may be vulnerable in society, including repeat victims. It enables police to monitor for escalation and community tensions and to help inform policing approaches and styles and drive community engagement.

It is important to note that not all incidents perceived by the reporter as being motivated by hostility or prejudice¹ will meet the threshold for recording a Non-Crime Hate Incident.

When an incident is perceived by the reporter to be motivated by hostility or prejudice¹, then both of the following two principles must apply for the incident to be recorded as a Non-Crime Hate Incident:

- Would a reasonable person consider the report to be motivated by hostility or prejudice¹ towards one or more characteristics protected within the legislation?
- Does it have a policing purpose:

- o (a) protecting vulnerable people
- o (b) protecting the rights of others
- o (c) preventing crime

All incidents assessed as meeting the principles detailed above will be recorded as a NCHI on iVPD, any vulnerabilities identified should be clearly articulated within the description of events to ensure the appropriate support can be provided.

Applying a proportionate, lawful, accountable, necessary, and ethical (PLANE) approach, along with assessing the right to freedom of expression will support decision making and judgment.

It is acknowledged that the decision to record is subjective and differing contexts may lead to different decisions, however, consistency is achieved through the consideration of the principles detailed above.

The use of language is important; when submitting an NCHI Concern Report the terms 'reporter' and 'other party' should be used in the body of the report. iVPD has limited nominal options, as such the reporter will be recorded as either an adult or child subject of concern. When appropriate to record the other party details, they will be recorded as a No Concern/Not Applicable, sub-category 'other' nominal on the associated Concern Report.

The other party's details will not be routinely recorded. They should only be recorded in exceptional circumstances where there is a real risk of significant harm to individuals or groups who are protected by the legislation and/or a real risk that a future criminal offence may be committed against those individuals or groups.

Example

A police officer is called to a neighbour dispute. An Asian Muslim woman reports an issue with her neighbour who is complaining about a fence.

During this he stated to her "this is typical of your lot". She perceives this to show hostility towards her race and religion. She states he has made comments before while out in his garden and at the car that include "this is what happens when they give our houses to asylum seekers," "these people have been responsible for a lot of things."

When police speak to him, he appears very angry with strong opinions. He appears to have issue with any neighbours who are black or Asian with a perception that they all must be asylum seekers. None of his conduct provides sufficiency for essential elements of any crime. Police perceive that, due to his demeanour and views, there is a likelihood of real risk of significant harm to individuals or groups who are protected by the legislation and/or a real risk that a future criminal offence may be committed against those individuals or groups.

As such, the officer records a NCHI and includes the other party's personal data. The officer notifies the other party that their personal data has been included in a NCHI record.

If officers are in any doubt whatsoever, they should seek advice from Hate Crime Champions, Hate Crime Advisors or Policing Together, Partnerships and Prevention.

¹Hostility and prejudice is referenced in this document, in the legislation this is referred to as malice and ill will. The terms are interchangeable and have the same meaning.

Appendix B



Weekly Hate Crime and Incident Report

Week 6: 6th May – 12th May

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Policing Together Oversight Group Policing Together Update Report – LTD April 2024



Hate Reporting Summary

All statistics are provisional and should be treated as management information. All data have been extracted from Police Scot land internal systems and are correct as of 13th May 2024.

- 1. Number of online reports: Between 6th May 2024 12th May 2024, 101, 18.5% decrease on the previous week, YTD 9705.
- 2. Hate Crime Related Telephone Calls (via 101/999): Between 6th May 2024 12th May 2024, 2, previous week 1, YTD 66.
- 3. Hate Crime Related Emails (via Contact Us): Between 6th May 2024 12th May 2024, 0, previous week 0, YTD 195.
- 4. Number of Non-Crime Hate Incidents: Between 6th May 2024 12th May 2024, 17, a 37% decrease on the previous week, YTD 147.
- 5. Number of recorded Hate Crimes: Between 6th May 2024 12th May 2024, 261, a 24.3% increase on the previous week, YTD 1301.
- 6. Number of Freedom of Information Requests: Between 6th May 2024 12th May 2024, 0, YTD 72.
- 7. Subject Access Requests: Between 6th May 2024 12th May 2024, 0, YTD 18.
- 8. Number of complaints relating to the Hate Crime Act: Between 6th May 2024 12th May 2024, 0, YTD 56.
- 9. % Police Officers completed training: 88.06%
- 10. Pages 7 and 8 of this report provides disaggregated data by local area command.

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1. Online Hate Reports

Table 1.1: Online Hate Reports (6th May 2024 – 12th May 2024)

	06.05.24	07.05.24	08.05.24	09.05.24	10.05.24	11.05.24	12.05.24	Total
Online Reports								
Online Hate Reports - Total	6	7	7	27	20	25	9	101
Online Reports - Named Reporter	0	0	4	9	2	2	0	17
Online Reports - Anonymous Reporter Police Incidents	6	7	3	18	18	23	9	84
Police Incidents with Hate Crime Tag Added Service Centre Public Contacts	20	17	20	21	26	35	14	153
Hate Crime Related Telephone Calls (Via 101/999)	0	0	0	0	0	1	1	2
Hate Crime Related Emails (Via Contactus)	0	0	0	0	0	0	0	0
								_



2. Recorded Non-Crime Hate Incidents (1st April – 12th May)

Table 2.1: Non-Crime Hate Incidents

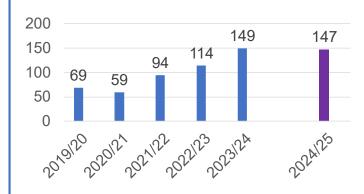


Table 2.2: Non-Crime Hate Incidents

Period	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Week 6 - 6th May - 12th May	10	10	21	24	27	17
Week 5 - 29th April - 5th May	12	9	17	22	24	27
Week 4 - 22nd April - 28th April	10	13	14	20	21	25
Week 3 - 15th April - 21st April	11	14	20	19	26	26
Week 2 - 8th April - 14th April	13	6	11	10	33	22
Week 1 - 1st April - 7th April	13	7	11	19	18	30
Total	69	59	94	114	149	147

This data is Police Scotland Management Information, Not Official Statistics.



3. Recorded Non-Crime Hate Incidents (6th May – 12th May)

Table 2.3: Non-Crime Hate Incidents (6th May – 12th May)

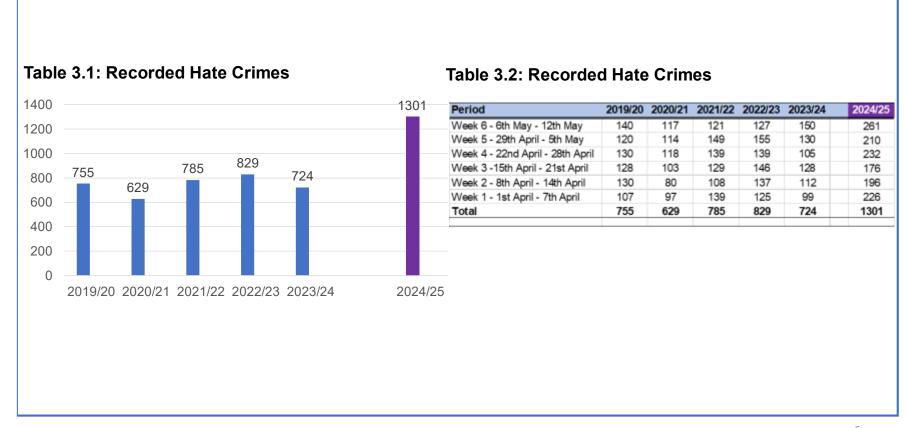
Period	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
			_			
6th May	0	0	2	2	3	5
7th May	1	3	3	1	3	2
8th May	1	5	2	5	3	3
9th May	4	2	2	4	5	1
10th May	3	0	3	4	4	1
11th May	0	0	8	6	5	2
12th May	1	0	1	2	4	3
Total	10	10	21	24	27	17

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4. Recorded Hate Crimes (1st April – 12th May)



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Policing Together Oversight Group Policing Together Update Report – LTD April 2024

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5. Recorded Hate Crimes (1st April 2024 – 12th May 2024)

Table 3.3: Recorded Hate Crimes (* April – 12th May)
East Command

Division	Area Command	2024/25
Forth Valley	Stirling - CS	16
	Clackmannanshire - CA	14
	Falkirk - CF	37
Edinburgh	Edinburgh South East - EC	119
	Edinburgh North West - EN	34
	Edinburgh South West - ES	22
	Edinburgh North East - ED	31
Lothian and Borders	East Lothian - JE	13
	Midlothian - JL	12
	Scottish Borders - JB	12
	West Lothian - JG	41
Fife	Central Fife - PA	21
	East Fife - PB	14
	West Fife - PD	16
	Levenmouth - PL	10
	Cowdenbeath - PJ	15
	Glenrothes - PG	8
Total		435

Table 3.4: Recorded Hate Crimes (** April – 12th May)
North Command

Division	Area Command	2024/25
North East	Aberdeen North - AK	29
	Aberdeen South - AU	30
	Aberdeenshire North - AP	16
	Aberdeenshire South - AV	5
	Moray - AE	16
Tayside	Dundee City - DC	51
	Perth & Kinross - DP	31
	Angus - DE	18
Highland and Islands	North Highlands - NE	20
	Inverness - NA	25
	South Highlands - NB	7
	Western Isles - ND	4
	Orkney - NK	1
	Shetland - NL	1
Total		254

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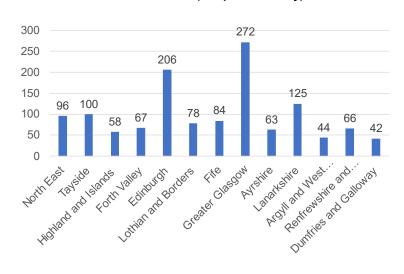
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6. Recorded Hate Crimes (1st April 2024 – 12th May 2024)

Table 3.5: Recorded Hate Crimes (1st April - 12th May) - West Command

Division	2024/25
North East	96
Tayside	100
Highland and Islands	58
Forth Valley	67
Edinburgh	206
Lothian and Borders	78
Fife	84
Greater Glasgow	272
Ayrshire	63
Lanarkshire	125
Argyll and West Dunbartonshire	44
Renfrewshire and Inverclyde	66
Dumfries and Galloway	42
Total	1301

Table 3.6: Recorded Hate Crimes (1st April - 12th May) - Police Scotland



This data is Police Scotland Management Information, Not Official Statistics.



7. Recorded Hate Crimes (6th May – 12th May)

Table 3.4: Recorded Hate Crimes (6th May – 12th May)

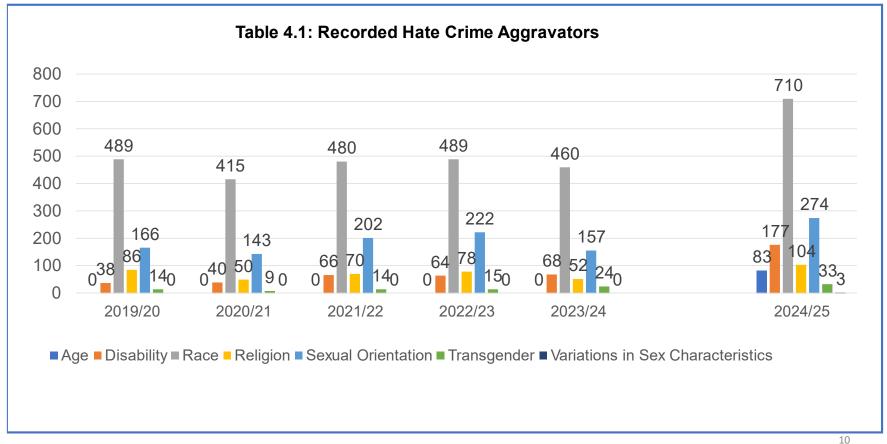
Period	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
6th May	18	15	16	15	20	42
7th May	23	20	24	19	25	30
8th May	16	7	19	19	24	26
9th May	20	18	21	19	19	38
10th May	15	17	13	16	20	35
11th May	21	23	10	20	16	41
12th May	27	17	18	19	26	49
Total	140	117	121	127	150	261

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8. Recorded Hate Crime Aggravators (1st April – 12th May)



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9. Recorded Hate Crime Aggravators (1st April – 12th May)

Table 4.2: Recorded Hate Crime Aggravators

Aggravator	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Age	-	-	-	-	-	83
Disability	38	40	66	64	68	177
Race	489	415	480	489	460	710
Religion	86	50	70	78	52	104
Sexual Orientation	166	143	202	222	157	274
Transgender	14	9	14	15	24	33
Variations in Sex Characteristics	-	-	-	-	-	3
Total	793	657	832	868	761	1384

This data is Police Scotland Management Information, Not Official Statistics.



10. Caveats

Table 1.1

All statistics are provisional and should be treated as management information. All data have been extracted from Police Scot land internal systems and are correct as of 13th May 2024.

- 1. Online Hate Reports: Reports via the Police Scotland's digital sites e.g Website, Mobile Phone Site.
- 2. Police Incidents: Command and Control system generated incidents that have the Hate Crime and Public Order Act Tag added
- 3. Hate Crime related Telephone Calls Hate Crime reports via 101 / 999
- 4. Hate Crime related E -Mails Hate Crime reports via the Contact Us Email system.
- 5. Numbers of reports may change due to ongoing quality assurance.

Table 2.1, Table 2.2 and Table 2.3

- 1. All records relating to Non -Crime Hate Incidents have been extracted from the Interim Vulnerable Persons Database (iVPD).
- 2. Non-Crime Hate Incidents are extracted from iVPD where 'Crime Occurred' equals 'No'.
- 3. Please note, the data is extracted using the 'incident created'.

Table 3.1, Table 3.2 and Table 3.3

All statistics are provisional and should be treated as management information. All data have been extracted from Police Scot I and internal systems and are correct as of 13th May 2024.

- 1. The data prior to the 1st April 2024 has been extracted from the Interim Vulnerable Persons Database (iVPD) using the 'incident created' date.
- 2. The data from the 1st April 2024 has been extracted from the National Crime Unifi database using the 'date raised'
- 3. Please note, the data from iVPD has been extracted based on crimes/offences which include at least one of the hate aggravators.
- 4. Please note, the data from National Unifi Crime has been extracted based on crimes/offences which include at least one of the hate aggravators and/or are one of the following offences:
- Racially aggravated harassment
- Racially aggravated conduct
- Stirring up hatred: Racial
- Stirring up hatred: Other Group
- Race Relations Legislation (Public Order Act)
- 5. Please note, Table 3.1, 3.2 and 3.3 displays a count of unique hate crimes, and not a count of aggravators. Multiple aggra wat ors can be added to the one hate crime.
- comparison of the two datasets should be carried out with caution.
- 6. Please note, due to the different sources of data being used, and the different methodology/counting rules, comparison of recorded hates crimes from the 1 st April 2024 with recorded hate crimes prior to the 1 st April 2024 would not be advised. Any
- 7. Please note, of the 1301 hate crimes, 13 recorded hate crime relates to 'Stirring up hatred: Racial'; and 15 recorded hate crimes relate to 'Stirring up hatred: Other Group'.

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Policing Together Oversight Group Policing Together Update Report - LTD April 2024



11. Caveats

Table 4.1 and Table 4.2

All statistics are provisional and should be treated as management information. All data have been extracted from Police Scot land internal systems and are correct as of 13th May 2024.

- 1. The data prior to the 1st April 2024 has been extracted from the iVPD database using the 'incident created' date.
- 2. The data from the 1st April 2024 has been extracted from the National Crime Unifi database using the 'date raised'.
- 3. Please note, the data from iVPD has been extracted based on crimes/offences which include at least one of the hate aggravators
- 4. Please note, the data from National Unifi Crime has been extracted based on the hate crime aggravators. Not all recorded hate crimes include an aggravator within National Unifi Crime.
- 5. Please note, Tables 4.1, 4.2 and 4.3 display a count of aggravators. This is not a count of unique hate crimes. Multiple aggravators can be added to the one hate crime
- 6. Please note, due to the different sources of data being used, and the different methodology/counting rules, comparison of comparison of the two datasets should be carried out with caution.
- 7. Please note, the aggravators 'Age' and 'Variations in Sex Characteristics' were introduced on the 1 st April 2024. These aggravators could not be selected from the iVPD database.