

Request for information

Thank you for your Official Information Act 1982 (OIA) request of 21 November 2023 in which you requested the following:

- *Where are police at with the work underway to monitor and analyse hate crime, beginning May 2021?*
- *How many instances of hate crime have been recorded in the years 2022/2023, and 2021/2022?*
- *For the year 2022/2023, could you provide the number of hate crimes recorded broken down by major cities/regions*
- *For the year 2022/2023, could you provide the number of hate crimes recorded broken down by motivation - eg. race, religion, rainbow community, disability*
- *For the hate crimes motivated by race for the year 2022/2023, could you provide a breakdown of the ethnic groups targeted (South Asian, East Asian, Maori, Pasific)*

My response to each part of your request can be found below.

Background


References in this response to 'Police' refer to New Zealand Police. Police's working definition of 'Hate Crime' is *"any offence which is perceived, by the victim or any other person, to be motivated, wholly or in part, by a hostility or prejudice based on a person's particular characteristic, such as race, religion, sexual orientation, gender/transgender identity, disability, or age"*. The particular characteristics referred to in the definition are commonly referred to as 'Protected Characteristics'.

Police is guided by s9(1)(h) of the Sentencing Act 2002, which outlines the 'aggravating factors' for any offence that is motivated (partly or wholly) by hostility towards a group of persons who share protected ('common enduring') characteristics. Hate crimes are not specific 'standalone' offences. Where Police records an offence and identifies that hate or prejudice formed part or whole of the motivation behind the offence, this file is 'flagged' as a hate crime. Any recorded offence can be flagged for having a 'Perceived Hate' as a contributing factor. Offences flagged by Police are not necessarily consequently charged for or identified by the court as meeting the threshold of a hate crime.

Police's working definition of a hate incident is any non-criminal incident, which is perceived, by the person impacted, or any other person, to be motivated, wholly or in part, by a hostility or prejudice based on a person's particular characteristic, such as race, religion, sexual orientation, gender/transgender identity, disability or age.

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In the absence of specific legislative definitions, Police has developed 'working definitions' in relation to hate crime, hate incidents and hate speech. Police uses the term working definitions as these are adopted, from a broad landscape of definitions and terminology across agencies and communities within Aotearoa and internationally, for Police's specific operational purposes. By adopting working definitions rather than a single established and authoritative definition, Police's definitions can evolve if required to reflect changes in the legislative framework, Police operational or agency advancements and societal progress around wider responses to hate.

Police's working definition of hate crime is perception based. This means that if Police, a victim, a witness or any third party perceives that an offence is motivated by hate then it must be recorded and flagged for 'Perceived Hate'. Unless there is immediate evidence to the contrary, the perception is recorded, and any further investigation carried out or subsequent court proceedings (with consideration of s9(1)(h) of the Sentencing Act 2002) may determine whether hate is confirmed as the motivation for the offence.

The hate crime data within Police's recording system – the National Intelligence Application (NIA) – can be counted using different recording measures. An 'occurrence' is our core measure and relates to a report to Police, or by Police, that has occurred in the same place, at the same time.

At the time of reporting, Police may identify a potential hate motive – using a 'Perceived Hate' system flag (referred to as a 'Contributing Factor') applied at the offence level. An occurrence may have one or multiple offences (crimes) dependent on what happened to reflect the offences found by Police, and one or more offences could be flagged as 'Perceived Hate', dependent on whether Police's definition for a hate crime applies.

For each offence flagged as 'Perceived Hate', Police requires the capture of the 'Protected Characteristic' targeted. Where the circumstances of an offence indicate that multiple 'Protected Characteristics' were targeted, Police can record multiple 'Protected Characteristics' against each offence.

Finally, as a subcategory of 'Protected Characteristic', there is a 'Perceived Prejudice', which provides more granular data about the identity/person targeted by that offence. Again, as with 'Protected Characteristics' there can multiple 'Perceived Prejudices' identified as being targeted within the same offence.

Figure 1 presents a visual example of Police's recording options. Both scenarios identified would be categorised as hate crimes. On the left is an occurrence with only one hate flagged offence reported, targeting a single 'Protected Characteristic', and a single 'Perceived Prejudice'. On the right is one occurrence with two offences, only one having been flagged as 'Perceived Hate'. However, that offence reveals more than one 'Protected Characteristic' was targeted, and one of the 'Protected Characteristics' identified multiple 'Perceived Prejudices'.

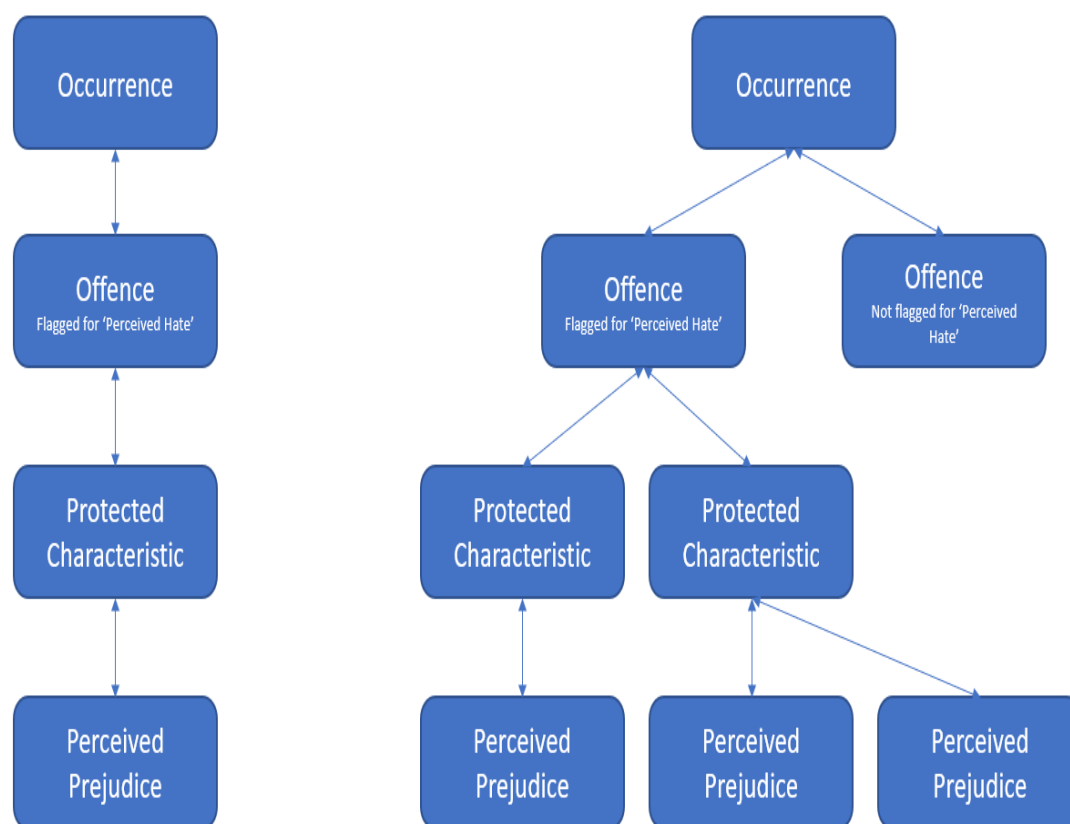


Figure 1. Recording of offences with perceived prejudice

Requested information

Please note that the Police system's capability to specifically flag records of hate (more commonly known as hate crimes) has been available since August 2019, following the terrorist attack on Christchurch masjidain on 15 March 2019.

Police's definition of hate crime is detailed in the background section above. Police captures groups/identities targeted as 'Perceived Prejudices' which are specific sub-categories (sub-Types) to our six 'Protected Characteristic' (Type) groupings. Capability to record at this level was added to NIA in July 2022, and the Hate Crime Quality Assurance Team (HCQAT) back-captured the data to 1 January 2022. Consequently, the data provided only goes back to 1 January 2022, as it does not exist prior to that.

It is important to recognise that the 'Perceived Prejudice' figures (which include perceived hate crime and perceived hate incidents) do not align directly with offence-level or occurrence-level data previously reported. This is because each hate crime offence can target more than one 'Protected Characteristic', and likewise, within each 'Protected Characteristic' more than one 'Perceived Prejudice' can be targeted. For example, one offence may target both Race/Ethnicity – Middle Eastern and Religion/Faith – Muslim/Islam. That single offence would be counted twice, once in the Middle Eastern category, and once in the Muslim/Islam category.

Where are police at with the work underway to monitor and analyse hate crime, beginning May 2021?

Recommendation 42 of the Royal Commission of Inquiry into the Terror Attack on Christchurch masjidain directed Police to revise how complaints of hate crime are recorded and train frontline staff on hate motivated offending. In July 2021, funding was received from Cabinet to formally establish Te Raranga - The Weave, a four-year partnering programme to improve Police's response to hate crime, hate incidents, and hate speech.

Delivery of Te Raranga continues to progress well, focused on improving the knowledge and skills of staff, supporting enhancement of internal systems, practices and processes and development of resources to:

- support victims, witnesses, and communities to recognise and report hate crime
- align partner agencies to work towards reduction of the harm caused by hate crime
- train police staff to recognise, record, respond to and resolve hate crime if it occurs.

Delivery is informed by targeted engagement with key stakeholders, including communities that regularly experience hate and harmful behaviours and partner agencies. Te Raranga is reviewing the community engagement activity, led by Police and by partner agencies, insights gained will inform development of external resources and outreach to support our communities.

Recording system enhancements are in continuous development to improve our understanding of demand and facilitate increasingly granular reporting capabilities. The Hate Crime Quality Assurance Team has evolved a national quality assurance capability and undertakes checks for completeness and accuracy of recording and coding to provide confidence around the quality of staff recording practice and the accuracy of the relevant data held in NIA. Regular feedback is provided, highlighting risks, issues, and opportunities to a broad range of internal stakeholders to enable consistent and accurate data recording and trend analysis of occurrences of hate reported to Police.

How many instances of hate crime have been recorded in the years 2022/2023, and 2021/2022?

Please refer to the table below, which shows the number of occurrences with at least one offence flagged for hate between 2021 and 31 October 2023, broken down by year.

Table 1: Count of occurrences with at least one offence flagged for hate by year reported

Year Reported	Hate Crimes
2021	3207
2022	4179
1 Jan - 31 Oct 2023	3826

For the year 2022/2023, could you provide the number of hate crimes recorded broken down by major cities/regions

Please refer to the table below, which shows the number of occurrences with at least one offence flagged for hate between 1 January 2022 and 31 October 2023, broken down by scene location police district.

Table 2: Count of occurrences with at least one offence flagged for hate by scene location police district, 1 Jan 2022 - 31 Oct 2023

District	Hate Crimes
AUCKLAND CITY	1338
BAY OF PLENTY	582
CANTERBURY	1027
CENTRAL	435
COUNTIES/MANUKAU	1000
EASTERN	280
NORTHLAND	219
SOUTHERN	452
TASMAN	224
WAIKATO	657
WAITEMATA	818
WELLINGTON	970
OUTSIDE NEW ZEALAND	3

For the year 2022/2023, could you provide the number of hate crimes recorded broken down by motivation - eg. race, religion, rainbow community, disability

Please refer to the table below, which shows the number of occurrences with at least one offence flagged for hate targeting each protected characteristic between 1 January 2022 and 31 October 2023, broken down by the protected characteristic targeted.

Table 3: Count of occurrences with at least one offence flagged for hate targeting each protected characteristic by year reported, 1 Jan 2022 - 31 Oct 2023

Protected Characteristic Targeted	2022	1 Jan 2023 - 31 Oct 2023
Age	40	31
Disability	76	77
Gender Identity	163	195
Race/Ethnicity	3539	3155
Religion/Faith	240	193
Sexual Orientation	403	395

For the hate crimes motivated by race for the year 2022/2023, could you provide a breakdown of the ethnic groups targeted (South Asian, East Asian, Maori, Pasific)

Please refer to the below table which shows the number of occurrences with at least one offence flagged for hate targeting race/ethnicity by perceived prejudice between 1 January 2022 and 31 October 2023, broken down by the perceived prejudice targeted and year.


Table 4 below includes a 'not recorded' section for 100 occurrences in 2022. The capability to record perceived prejudice occurred in July 2022. Police back captured this data to 1 Jan 2022. However, a number of files were physical files which must be altered to amend data digitally. This work has not yet been undertaken and therefore, your request for data prior to January 2022 is refused pursuant to section 18(g) of the OIA as the information is not held.

Table 4: Count of occurrences with at least one offence flagged for hate targeting race/ethnicity by 'perceived prejudice' and year reported, 1 Jan 2022 - 31 Oct 2023

Perceived Prejudice Targeted	2022	1 Jan 2023 - 31 Oct 2023
African	100	54
American - North	17	15
American - South	16	25
Anti-semitic	12	27
Asian	540	538
Australian	5	12
European	150	125
Maori	292	272
Middle Eastern	127	159
NZ European/Pakeha	261	258
Other (Race/Ethnicity)	16	44
Pasifika	156	137
People of Colour	420	293
South African	52	40
South Asian (Including Indian)	1005	873
Unknown (Race/Ethnicity)	285	347
White Supremacy	54	46
Not Recorded (Race/Ethnicity)	100	0

This data is current as of 23 November 2023. The data is drawn from provisional operational Police data and is subject to change.

As reporting and recording of hate crime and hate incidents is relatively new in New Zealand, the initial increase in headline numbers since 2019 should not be interpreted as an increase in the overall level of hate crime and hate incidents in New Zealand, but rather as the increased awareness, improved reporting and recording of these crimes and incidents. It will be several years until the underlying level of hate crime and hate incidents in New Zealand becomes clear through the data.



As Police works to mitigate the likelihood of hate incidences over time, there may be a reduction on the number of reported incidences. Population growth and the social context may mean that reporting does not dramatically reduce; the objective will be to limit and contain recurrence.

Police is committed to the continued development of reporting capabilities and to providing more detailed data to communities when able to do so. These developments can include work by the Hate Crime Quality Assurance Team to audit, update and improve historical data. As capabilities advance, further detailed data will be available.