

# **ANTI-LESBIAN, GAY, BISEXUAL AND TRANSGENDER VIOLENCE IN 2003**

**A Report of the  
National Coalition of Anti-Violence Programs**



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# EXECUTIVE SUMMARY

## Introduction

This is a report about bias-related incidents targeting lesbian, gay, bisexual and transgender (LGBT) individuals in the U.S. Its author is the National Coalition of Anti-Violence Programs (NCAVP), a network of over 20 anti-violence organizations that monitor and respond to incidents of bias and domestic violence, HIV-related violence, pick-up crimes, rape sexual assault, and other forms of violence affecting the LGBT community.

Eleven NCAVP members collected detailed information about anti-LGBT incidents occurring in their cities and regions throughout 2002 and 2003, and this data constitutes the basis for most of the analysis in this report. The regions participating in this year's report are Chicago, IL, Cleveland, OH, Colorado, Columbus, OH, Connecticut, Los Angeles, CA, Massachusetts, Minnesota, the New York, NY, Pennsylvania, and San Francisco, CA. In addition, information has been provided by anti-violence programs in Kansas City, Missouri and serving the state of Vermont.

It is important to read this report not as the latest in a continuing series of linked reports, but as the latest in a series of year-to-year analyses of anti-LGBT incidents in participating regions, in part because the cities and regions represented in each year's report is slightly different. NCAVP's prior annual reports provide additional information and context on the issue of anti-LGBT violence, but do not have statistical bearing on this edition. However, local statistics and narratives can be examined for regional context and trends.

The fact that less than half of NCAVP's members contributed to this edition of the report reflects fundamental and ongoing capacity and resource challenges for a growing number of LGBT anti-violence programs. Ultimately, we expect that this report will not only draw attention to the incidents and trends it documents, but that it will also highlight the need for more comprehensive responses to bias violence at the community level and assist NCAVP in advocating for those creating such efforts.

## NCAVP MEMBER ORGANIZATIONS

Members participating in this report are in bold-type

### ARIZONA

**Wingspan Anti-Violence Project**  
300 East 6th Street  
Tucson, AZ 85705

Phone (Client): (800) 553-9387  
Phone (Client): (520) 624-0348  
Phone (Office): (520) 624-1779  
Fax: (520) 624-0364  
[www.wingspan.org](http://www.wingspan.org)

### ARKANSAS

**\*Women's Project/  
Proyecto Mujeres**  
2224 Main Street  
Little Rock, AR 72206  
Phone (Office): (501) 372-5113  
Fax: (501) 372-0009  
[www.womens-project.org](http://www.womens-project.org)

### CALIFORNIA

**Community United  
Against Violence**  
160 14th Street  
San Francisco, CA 94103

Phone (Client): (415) 333-HELP  
Phone (Office): (415) 777-5500  
[www.cuav.org](http://www.cuav.org)

**L.A. Gay & Lesbian Center/  
Anti-Violence Project**  
1625 North Schrader Blvd.  
Los Angeles, CA 9002

Phone (Client): (800) 373-2227  
Phone (Office): (323) 993-7677  
Fax: (323) 993-7653  
[www.laglc.org](http://www.laglc.org)

L.A. Gay & Lesbian Center  
 STOP Partner Abuse/  
 Domestic Violence  
 1625 North Schrader Blvd.  
 Los Angeles, CA 90028

Phone (Client): (323) 860-5806  
 Phone 2: (323) 993-7645  
 Fax: (323) 308-4114  
[www.laglc.org/domesticviolence](http://www.laglc.org/domesticviolence)

San Diego LGBT Community Ctr  
 2313 El Cajon Blvd.  
 San Diego, CA 92104

Phone (Client): (619) 260-6380  
 Phone (Office): (619) 260-6380  
 Fax: (619) 718-644  
[www.thecentersd.org](http://www.thecentersd.org)

**COLORADO**  
**Colorado Anti-Violence**  
**Program**  
 P.O. Box 181085  
 Denver, CO 80218

Phone (Client): (888) 557-4441  
 Phone (Office): (303) 839-5204  
 Fax: (303) 839-5205  
[www.coavp.org](http://www.coavp.org)

**CONNECTICUT**  
**Connecticut Women's**  
**Education & Legal Fund**  
 135 Broad Street  
 Hartford, CT 06105

Phone (Office): (860) 247-6090  
 Fax: (860) 524-0804  
[www.cwealf.org](http://www.cwealf.org)

## Highlights of Findings

The total number of anti-LGBT incidents reported to NCAVP increased 8% last year, from 1,903 incidents in 2002 to 2,051 incidents in 2003. Almost in tandem, the number of victims tracked by NCAVP member programs rose 9%, from 2,183 in 2002 to 2,384 in 2003.

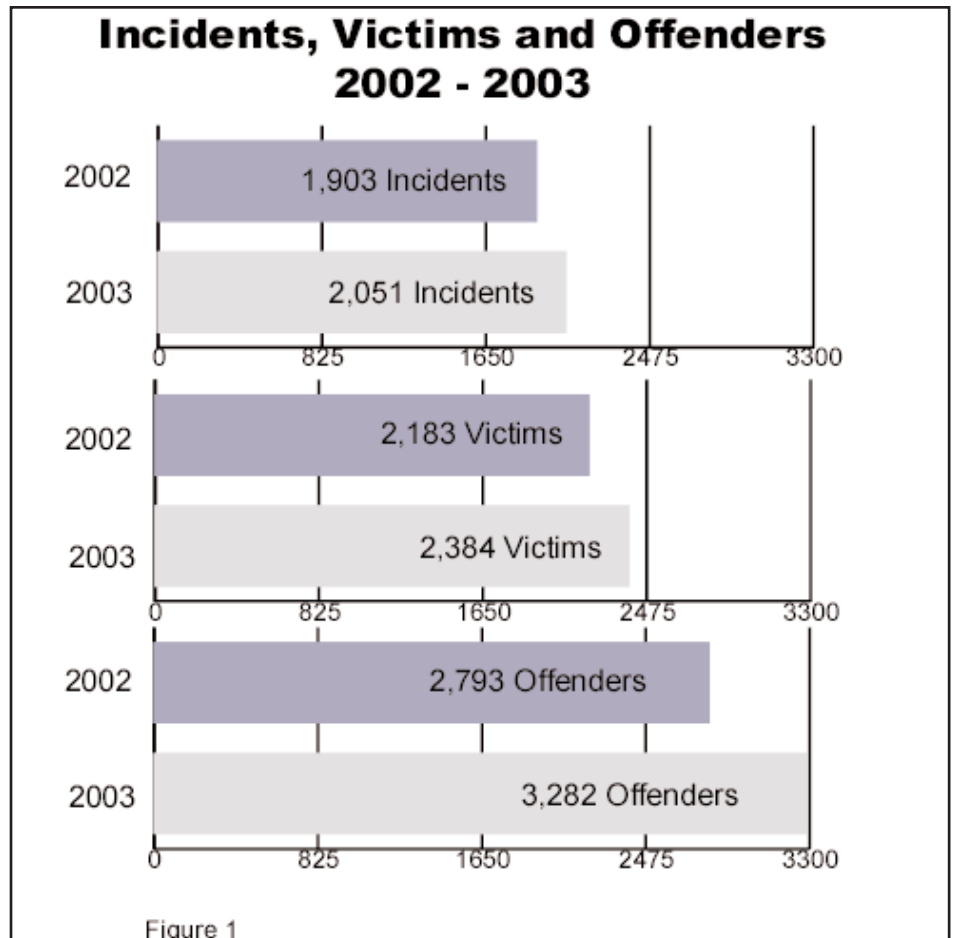


Figure 1

In a departure from findings in the 2000, 2001 and 2002 editions of this report that showed steady declines in the number of offenders, the number of offenders in 2003 rose 18%, from 2,793 to 3,282. Consequently, a trend noted in previous reports - the decreasing number of reported offenders per incident - appeared to have reversed itself in 2003. In 2002, there were 1.47 offenders per incident. In 2003, that ratio rose to 1.60. Possible reasons for this reversal will be discussed later in this report.

Most reporting locations showed small to significant increases in reported incidents: Chicago (+107%), Cleveland (+6%), Connecticut

(+460%), Los Angeles (+13%), Minnesota (+32%), New York (+25%), and Pennsylvania (+10%). Areas reporting decreases included Colorado (-5%), Columbus, Ohio (-4%), Massachusetts (-38%), and San Francisco (-11%).

The mean rate of increase among agencies reporting growth in the number of incidents was 94%, while the mean rate of decrease among those reporting a decline was 15%. Adjusted mean rates (removing both relatively over-increasing Connecticut and over-decreasing Massachusetts) were +33% and -7%. The mean rate of change overall was +54%, with an adjusted mean rate of change overall of +19%.

The overall trend upward in the number of incidents, analysis of locations with decreases, the reasons for these changes, and significant changes in the data during the second half of the reporting period will be the primary issues reviewed and discussed in this report.

There are mixed conclusions that can be drawn from local data submitted this year. However, some political, social and cultural dynamics affected anti-LGBT violence and most member programs in profound ways during this reporting year, particularly from July through December of 2003.

Regardless of whether or not a region charted increases in reports or decreases, an overriding concern expressed by reporting agencies is that of continued insufficient levels of funding and other resources. This deficiency naturally leads anti-violence organizations to experience staffing challenges and presents barriers to direct service provision, outreach efforts, and delivery of other critical services at levels commensurate with community need. Lack of capacity was a significant difficulty for all participating programs, and was certainly the case for most programs registering declines in reported incidents.

Another notable trend is the slight decrease in the proportion of incidents involving assault, while most other categories of offense showed marked increases. For instance, the number of murders rose 80%, from 10 in 2002 to 18 in 2003. The number of incidents involving sexual assault or rape climbed 20%, largely as a result of continued attention to better tracking, services and outreach by NCAVP programs regarding this particular type of violence.

## **ILLINOIS**

### **Horizons**

#### **Anti-Violence Project**

961 West Montana  
Chicago, IL 60614

Phone (Client): (773) 871-CARE  
Phone (Office): (773) 472-6469  
Fax: (773) 472-6643  
[www.horizonsonline.org](http://www.horizonsonline.org)

## **LOUISIANA**

Hate Crimes Project  
of New Orleans,  
Lesbian & Gay Community  
Center of New Orleans  
2114 Decatur Street  
New Orleans, LA 70116

Phone (Client): (504) 944-HEAL  
Phone (Office): (504) 945-1103  
Fax: (504) 945-1102  
[www.lgccno.net](http://www.lgccno.net)

## **MASSACHUSETTS**

### **Fenway Community**

#### **Health Center,**

#### **Violence Recovery Program**

7 Haviland Street  
Boston, MA 02115

Phone (intake): (800) 834-3242  
Phone (Office): (617) 927-6269  
Fax: (617) 536-7211  
[www.fchc.org](http://www.fchc.org)

The Network/La Red  
P.O. Box 6011  
Boston, MA 02114

Phone (hotline): (617) 423-7233  
Phone (Office): (617) 695-0877  
Fax: (617) 423-5651  
[www.thenetworklared.org](http://www.thenetworklared.org)

## MICHIGAN

Triangle Foundation  
19641 West Seven Mile Road  
Detroit, MI 48219

Phone (Client): (877) 7TR-IANG  
Phone (Office): (313) 537-3323  
Fax: (313) 537-3379  
www.tri.org

## MINNESOTA

**OutFront Minnesota**  
310 East 38th Street  
Suite 204  
Minneapolis, MN 55409

Phone (Hotline): (612) 824-8434  
Phone (Office): (800) 800-0350  
Fax: (612) 822-8786  
www.outfront.org

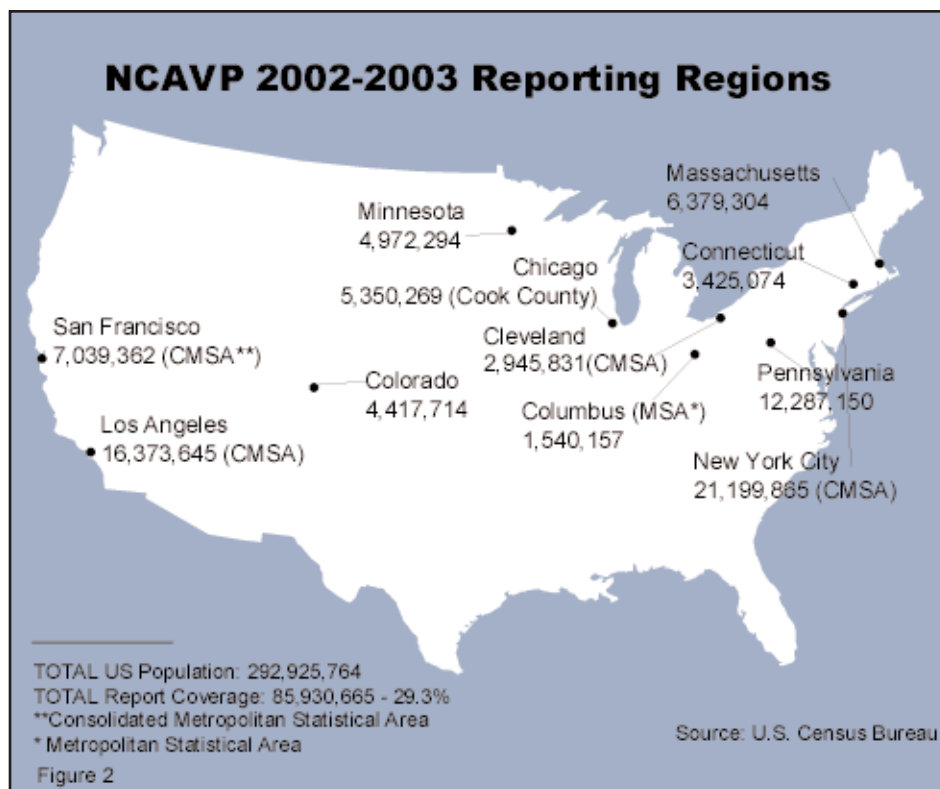
## MISSOURI

**Kansas City  
Anti-Violence Project**  
P.O. Box 411211  
Kansas City, MO 64141-1211

Phone: (816) 561-0550  
www.kcavp.org

St. Louis Anti-Violence Project  
(ACLU of Eastern Missouri)  
4557 Laclede Avenue  
St. Louis, MO 63108

Phone: (314) 361-2111  
Fax: (314) 361-3135



In a departure from previous editions of this report, despite a 27% rise in the number of transgender victims, *incidents* in which those victims felt they were targeted specifically for being of transgender experience fell 8%. This may be related to two issues. The first being a tendency during police actions targeting the transgender community to target multiple individuals, thereby resulting in an increase in victims, but not in incidents. Another factor may be a deficiency in the way NCAVP collects its data that would make it virtually impossible to connect the number of specifically anti-transgender incidents with the actual number of transgender victims.

In looking at the use of weapons which increased +2%, there were sizeable changes in the type of weapons used, with both increases and decreases in key categories. There were decreases in the number of incidents where offenders used projectiles (-33%) or vehicles (-58), but there were troubling increases in the use of bats, clubs and other blunt objects (+15%), firearms (+72%), knives and other sharp objects (+14%), ropes and restraints (+50%), and other undesignated weapons (9%).

As for victim injury rates, the statistics are both positive and negative. After several years of the increasing likelihood of injury during anti-LGBT incidents, there was a 4% decline in the overall number of vic-

tims suffering injuries. Furthermore, while 30% of all victims suffered some level of injury in 2002, only 27% did in 2003. However, the number of victims suffering serious injuries increased 3% in 2003, and those who needed some level of hospitalization increased 5%, with those requiring in-patient care alone rising 8%. As mentioned above, at least one critical indicator of violence (murder) rose 80% during the year.

As for the profile of the victims of anti-LGBT violence in 2003, there were few substantive changes. Sixty-one percent (61%) of victims identified as being male and 34% identified as being female. Two percent (2%) of victims were organizations, and the remainder (4%) had an undetermined gender identity. Overall, 11%<sup>1</sup> percent of victims reporting incidents identify as people of transgender experience - a proportion that rose 2% from 2002 to 2003.

Lesbians and gay men clearly represent the vast majority of those reporting incidents to participating programs. They represent 70% of all victims. Those identifying as bisexual made up 3% of victims. Those questioning or unsure of their sexual orientation and those with a self-identified orientation each comprised 1% of victims, and those with a sexual orientation that remained unknown comprised 15% of victims.

The increase in the number of victims of anti-LGBT violence who identify as heterosexual in previous editions of this report continued, rising another 7%. Heterosexuals now comprise 9% of the reported victims of anti-LGBT violence to NCAVP member agencies. A portion of these victims are people of transgender experience who identify as heterosexual, but anecdotal information from participating programs indicates that the majority of these victims are simply heterosexual men and women who are thought to be gay men or lesbians by their attackers. Perpetrators seldom differentiate between sexual orientation and gender identity in the bias-motivation for their attacks, but regard the two as identical for their purposes.

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<sup>1</sup> The Los Angeles Anti-Violence Program did not distinguish between F-M and M-F transgender victims in its data. However, those victims are counted toward the total percentage of victims that were transgender, but captured in the data in the 'Unknown/Not Applicable' line.

## **NEW YORK**

### **New York City**

#### **Gay & Lesbian**

#### **Anti-Violence Project**

240 West 35th Street, Suite 200  
New York, NY 10001

Phone (Hotline): (212) 714-1141

Phone (Office): (212) 714-1184

Fax: (212) 714-2627

TTY: (212) 714-1134

[www.avp.org](http://www.avp.org)

\*In Our Own Voices, Inc.

33 Central Avenue

Albany, NY 12210

Phone (Hotline): (518) 432-4341

Phone (Office): (518) 432-4188

Fax: (518) 436-9351

## **OHIO**

### **Buckeye Region**

#### **Anti-Violence Organization**

4041 North High Street

Suite 101

Columbus, OH 43214

Phone (Client): (866) 86-BRAVO

Phone (Office): (614) 268-9622

Phone (cell): (614) 578-1689

Fax: (614) 262-9264

<http://home.earthlink.net/~bravoavp>

\*The Lesbian & Gay

**Community Service Center**

**of Greater Cleveland**

6600 Detroit Avenue

Cleveland, Ohio 44102

Phone: (216) 651-5428

Fax: (216) 651-6439

[www.lgsc.org](http://www.lgsc.org)

## ONTARIO

The 519

Anti-Violence Programme  
519 Church Street  
Toronto, Ontario Canada  
M4Y 2C9

Phone (Client): (416) 392-6877

Phone (Office): (416) 392-6878

Fax: (416) 392-0519

[www.the519.org](http://www.the519.org)

## PENNSYLVANIA

**The Center for Lesbian &  
Gay Civil Rights**

1211 Chestnut Street  
6th Floor  
Philadelphia, PA 19107

Phone (Client): (215) 731-1447

Phone (Office): (215) 731-1447

Fax: (215) 731-1544

[www.center4civilrights.org](http://www.center4civilrights.org)

## TEXAS

Montrose Counseling Center  
701 Richmond Avenue  
Houston, TX 77006

Phone (Office): (713) 529-0037

Fax: (713) 526-4367

[www.neosoft.com/~mcc/hatecrim.htm](http://www.neosoft.com/~mcc/hatecrim.htm)

[www.neosoft.com/~mcc/intpartv.htm](http://www.neosoft.com/~mcc/intpartv.htm)

## VERMONT

**SafeSpace**

P.O. Box 158

Burlington, VT 05402

Phone (Client): (866) 869-7341

Phone (Office): (802) 863-0003

(V/TTY)

Fax: (802) 863-0004

[www.safespacevt.org](http://www.safespacevt.org)

During 2003, NCAVP members began capturing data on an extensively revised intake form. The two sections on this new form with the most significant changes are those pertaining to victim and offender age. To accommodate these changes and reflect the fact that some programs were able to report data using the newly arranged and expanded age categories, while others have yet to be able to convert two years of data, the age categories in this year's report contains age groups reflecting those on both the old and revised form.

One of the drawbacks of using this approach is that it makes it more difficult to analyze changes. Nevertheless, it is possible to make some general determinations and observations about the age data in this year's report. In a departure from trends reported in the last two editions of this report, the number of victims under the age of 18 rose only slightly (+1%), but those under the age of 14 rose from none in 2002 to 16 in 2003. The number of victims aged 18 to 29 increased 12%. Most significant was the increase in victims at the older end of age categories. Victims over 50 years of age increased 20% overall, with those sixty and over increasing 33%.

With respect to victim race and ethnicity, there were substantial increases in the numbers of victims identifying as Asian or Pacific Islanders (+21%), of African descent (+16%), Indigenous or First Peoples (+6%), multiracial (+19%), or Latino/a (+2%). Despite some increase, those identifying as Indigenous or First Peoples still comprise only 2% of victims in this report. One population that had shown significant growth in the last two editions of this report - Arab or Middle Easterners - showed a 63% decline. Programs that had recorded increases in Arab and Middle Eastern victims indicate that the decline in 2003 may indicate some abatement Arab and Middle Eastern LGBT people accessing AVPs around the issues of both anti-Arab and anti-LGBT incidents they experienced after the September 11, 2001 attacks and the subsequent "war on Terror," as well as changing social dynamics. Nevertheless, those programs still note that a portion of those identifying as 'Other,' also still represents communities particularly affected by attention, prejudice, and law enforcement scrutiny associated with the aftermath of September 11 and the "War on Terror."

As noted above, NCAVP member organizations began capturing data on a revised intake form in 2003, and one of the sections with significant changes was that of offender age. Despite the differing age categories used among programs this year, as with victim age, useful infor-

mation, particularly with respect to younger offenders, can be gleaned from the data. Offenders 14 years of age and under increased significantly, from none in 2002 to 14 in 2003.

There were very few significant changes in the race or ethnicity of offenders in 2003. There was a 6% increase in the largest group of offenders for whom we have information (880 out of 3285) - whites. However, the proportion of all offenders who were white slipped to 27% in 2003 from 30% in 2002. At the same time, both the number and proportion of both Latino/a offenders and those of African descent rose. The number of Latino/a offenders rose 29% from 474 in 2002 to 610 in 2003. The number of offenders who were of African descent rose from 480 in 2002 to 639 in 2003, a 33% increase. Latino/a offenders and those of African descent now each represent 19% of all offenders. The number of Asian/Pacific Islanders offenders rose 54% from 28 in 2002 to 43 in 2003. This rise is more than likely primarily connected to the increase in Asian/Pacific Islander victims noted above.

The rise in the number of offenders of African descent is relatively commensurate with the 16% rise in victims of African descent. However, in large part because it is clearly not linked to a significant increase in Latino/a victims, the increase in Latino/a offenders warrants more in depth exploration by reporting programs. While there were some significant percentage changes in other racial or ethnic categories (Arab/Middle Easterners, -21%, Indigenous/First Peoples, +800%) they still represent a very small proportion of all offenders (Indigenous/First Peoples are less than .5% of offenders who were).

There were increases in most categories used to determine the relationship of offenders to victims. The most dramatic of these increases were found among those identified as roommates (+100%), ex-lovers, partners or spouses (+31%), current lovers/partners/spouses (+30%), strangers (+24%), and those with relationships other than those used for classification in this data (+150%). Other increases were shown in offenders classified as law enforcement personnel (+11%), relatives (+10%), and those who were landlords, tenants, or neighbors of the victims (+3%).

Decreases were reported among those whose relationship to victims was defined as security force/bouncers (-38%), acquaintances/friends (-24%), employers/coworkers (-17%), service providers (-5%), or 'pick-ups' (-1%).

## WISCONSIN

\*Milwaukee Lesbian, Gay,  
Bisexual and Transgender  
Community Center  
315 West Court Street  
Suite 101  
Milwaukee, WI 53212

Phone (Office): (414) 271-2656  
Fax: (414) 271-2161  
[www.mkelgbt.org](http://www.mkelgbt.org)

As noted previously, though there were sizeable increases in both victims and incidents, there was a small decrease in the number of victims opting to report incidents to law enforcement (-2%). With respect to the disposition of those cases reported to police, the number of complaints taken with no arrests made declined 3%, but the number of cases resulting in arrest increased 14%. In 2003, law enforcement made arrests in 19% of cases where victims made reports, up from 16% in 2002 - a small but encouraging increase. The number of cases where complaints by victims were refused, a long-standing issue for LGBT victims reporting hate incidents to law enforcement, declined -12%. Those cases now comprise only 14% of all cases in which the victim decides report to law enforcement.

On the other hand, the number of cases in which bias classification was refused rose sharply (+33%), cases in which affirmative bias classifications were assigned to incidents declined 3%. Cases in which law enforcement classifies them as 'bias' remained 29% of incidents reported to law enforcement.

With respect to abusive behavior by police, both verbal and physical abuse of victims making reports declined, -17% and -24% respectively. However, both verbal and physical abuse by law enforcement without the use of specific anti-LGBT slurs increased (+42% and 140%, respectively).

# Summary of Recommendations

## Recommendation 1: Increase Tolerance

Foster public, educational, political and cultural climates at local, state and federal levels that make clear that acts of anti-LGBT hatred and bias have no part in a civil society. Specifically, schools should design and adopt tolerance education curricula for youth, as well as develop protocols for protecting students who identify themselves as, or are perceived to be LGBT. Political leaders of every party should speak out forcefully against anti-LGBT discrimination and violence and support genuine efforts to end them; businesses should establish and enforce appropriate LGBT tolerance and anti-discrimination standards for the workplace; religious leaders should make clear that no major religious tradition holds violence as an acceptable tenet; and the media should explain and report anti-LGBT violence in its proper context, i.e., as a broader pattern of occurrence that reflects and causes harm to everyone in America.

## Recommendation 2: Add Protected Classes

At the federal and many state levels, expanding protected categories would be achieved by passage of new legislation adding sexual orientation and gender identity and expression to existing statutes. Ideal federal legislation would both authorize the U.S. Attorney General to investigate and prosecute anti-LGBT hate incidents - particularly those cases in which it is determined that local law enforcement does not have the adequate resources, mandate or will to do so. A primary piece of any federal hate crimes legislation should provide additional resources for enhanced law enforcement agencies, criminal justice personnel and community education, training and assistance programs actively addressing hate crimes, and in fact, it is our belief that such resources should be the primary goal of hate crimes legislation rather than the more typical or popular element of penalty enhancements.

Further address violence motivated by perceived sexual orientation and/or gender identity at the state level by passing bias-motivated crime bills to heighten public awareness and acknowledge the seriousness of the impact of such violence on the LGBT and other communities

## 2002-2003 TRENDS SUMMARY

Trends with a greater than 10% increase or decrease represented in bold-type

|                                 |                 |
|---------------------------------|-----------------|
| <b>TOTAL INCIDENTS</b>          | <b>+8%</b>      |
| <b>Murder</b>                   | <b>+80%</b>     |
| Assault w/Weapons               | +2%             |
| <b>Att. assault w/Weapons</b>   | <b>-11%</b>     |
| Assault w/Out Weapons           | +8%             |
| Total assault/attempted assault | +4%             |
| Intimidation                    | N/C             |
| Harassment                      | +8%             |
| <b>Sexual Assault/Rape</b>      | <b>+20%</b>     |
| <b>Abduction/Kidnapping</b>     | <b>+56%</b>     |
| <b>Extortion/Blackmail</b>      | <b>+25%</b>     |
| <b>Bomb threat/Bombing</b>      | <b>&lt;100%</b> |
| <b>Illegal Eviction</b>         | <b>+44%</b>     |
| <b>Police Entrapment</b>        | <b>+23%</b>     |
| <b>Unjustified Arrest</b>       | <b>+41%</b>     |
| <b>Police Raid</b>              | <b>-33%</b>     |
| <b>Discrimination</b>           | <b>+29%</b>     |
| <b>Arson</b>                    | <b>-20%</b>     |
| Vandalism                       | -9%             |
| Robbery                         | -4%             |
| Larceny/Burglary/Theft          | -6%             |

Incidents involving weapons 2002 13%  
Incidents involving weapons 2003 12%

|                                      |             |
|--------------------------------------|-------------|
| <b>Bats, clubs, other blunt obj.</b> | <b>+15%</b> |
| <b>Bottles, bricks &amp; rocks</b>   | <b>-33%</b> |
| <b>Firearms</b>                      | <b>+72%</b> |
| <b>Knives &amp; other sharp obj.</b> | <b>+14%</b> |
| <b>Ropes &amp; other restraints</b>  | <b>+50%</b> |
| <b>Vehicles</b>                      | <b>-58%</b> |
| <b>Other weapons</b>                 | <b>-16%</b> |

|                                |              |
|--------------------------------|--------------|
| Incident Locations:            |              |
| <b>Police precinct or jail</b> | <b>+63%</b>  |
| Private residences             | -5%          |
| Public transportation          | -5%          |
| Streets or other public areas  | +9%          |
| Workplaces                     | +3%          |
| <b>Public Accommodations</b>   | <b>-17%</b>  |
| <b>Cruising Areas</b>          | <b>+133%</b> |
| <b>Schools or Colleges</b>     | <b>-12%</b>  |
| GLBTH institutions             | -9%          |
| <b>In, around GLBTH events</b> | <b>+49%</b>  |
| <b>Other locations</b>         | <b>+17%</b>  |

## 2002-2003 TRENDS SUMMARY

|  |             |
|--|-------------|
| <b>TOTAL VICTIMS</b>                                   | <b>+9%</b>  |
| Females  | +9%         |
| <b>Males</b>   | <b>+10%</b> |
| Transgender M-F  | N/C         |
| <b>Transgender F-M</b>                                 | <b>-15%</b> |
| <b>Organizations</b>                                   | <b>-16%</b> |
| Lesbian or Gay-Identified                              | +8%         |
| Bisexually-Identified                                  | +5%         |
| Heterosexually-Identified                              | +7%         |
| <b>Questioning or Unsure</b>                           | <b>-14%</b> |
| <b>African Descent</b>                                 | <b>+16%</b> |
| Arab & Middle Eastern                                  | +1%         |
| Asian & Pacific Islander                               | +2%         |
| Indigenous/First Peoples                               | +6%         |
| Latina/o   | +2%         |
| <b>Multi-Racial</b>                                    | <b>+19%</b> |
| <b>White</b>   | <b>+10%</b> |
| Extent of Injuries:                                    |             |
| <b>No injuries</b>                                     | <b>+26%</b> |
| Minor injuries   | -8%         |
| Serious injuries                                       | +3%         |
| Of Victims Injured:                                    |             |
| No medical attention required Needed, but not received | -9%         |
| Outpatient treatment received                          | +5%         |
| Hospitalized   | +8%         |

### Recommendation 3: Encourage development of Community-based solutions

Additional resources should be made available to encourage the development of community-based responses and solutions to anti-LGBT violence, as well as hate-motivated violence targeting other vulnerable populations. These efforts should prioritize serving victims, reducing the number of incidents that occur through the use of education and information, as well as creating means of redress outside of the criminal justice system - particularly for youthful and first-time offenders.

### Recommendation 4: Fund research

Commission a federal study, as well as substantial independent ancillary research, of anti-LGBT and other hate-motivated violence, its prevalence, origins, and impacts in physical, financial and social respects. In addition, mandate participation in gathering and reporting data by every political jurisdiction, down to the county level. Support the provision of, and include analyses of data from, community organizations that investigate and address related problems.

### Recommendation 5: Provide Rehabilitation & Alternatives to Incarceration

As organizations dedicated to the cessation of violence in our society, many NCAVP members and NCAVP itself strongly oppose the use of the death penalty. By extension, though NCAVP recognizes that increased penalties may be part of a legislative and criminal justice strategies to combat hate violence, it does not believe they can comprise the sole or even primary method of addressing such violence. In fact, rather than viewing hate violence as a criminal justice problem with social implications, NCAVP believes that hate violence is a social and public health issue with criminal justice implications. To that end, NCAVP recommends that in addition to, or in many cases, instead of hate crimes laws that provide only increased penalties, enhanced rehabilitation be provided to convicted offenders to reduce recidivism and interrupt escalating cycles of abuse. Once again, it is essential that alternatives to incarceration be developed, particularly for youthful and first-time offenders.

## Recommendation 6: Fund Local Initiatives

A realistic appraisal of the work being accomplished to combat hate-motivated violence at the community level must acknowledge that there is a cost associated with that effort. It is essential that local, state and federal governments fund community-based anti-violence initiatives such as training programs for law enforcement officers and district attorneys, victims' services and monitoring and reporting efforts like this one. The benefit will be to mitigate and prevent acts of violence against LGBT individuals, salvage the lives of those who are victimized by them, and build cooperative relationships between the LGBT community and a wider range of partners in both the public and private service sectors.

## Recommendation 7: Increase the Efficacy of Law Enforcement

Establish and promote anti-bias units or hate crimes task forces in every major metropolitan and state police force. Investigate and prosecute acts of harassment, intimidation and abuse committed by police officers against LGBT individuals. Also provide training and resources to change police cultures and attitudes overall, and end the use of police as instruments of officially sanctioned anti-LGBT oppression.

## Recommendation 8: Disallow the Gay Panic Defense

Disqualify the so-called "gay panic defense" as a legal resort for those accused of committing hate-motivated acts against LGBT people. If that proves impracticable, shift the burden of proof in such cases onto defendants - similar to that required in many temporary insanity cases.

## 2002-2003 TRENDS SUMMARY

|                                     |                 |
|-------------------------------------|-----------------|
| <b>TOTAL OFFENDERS</b>              | <b>+18%</b>     |
| <b>Females</b>                      | <b>+16%</b>     |
| <b>Males</b>                        | <b>+19%</b>     |
| <b>Transgender M-F</b>              | <b>-75%</b>     |
| <b>Transgender F-M</b>              | <b>&lt;100%</b> |
| <b>African Descent</b>              | <b>+33%</b>     |
| <b>Arab/Middle Eastern</b>          | <b>-21%</b>     |
| <b>Asian &amp; Pacific Islander</b> | <b>+54%</b>     |
| <b>Indigenous/First Peoples</b>     | <b>+14%</b>     |
| <b>Latina/o</b>                     | <b>+29%</b>     |
| <b>Multi-Racial</b>                 | <b>-18%</b>     |
| <b>White</b>                        | <b>+30%</b>     |

### Relationship of Offenders to Victims

|                                       |              |
|---------------------------------------|--------------|
| <b>Acquaintances or friends</b>       | <b>-24%</b>  |
| <b>Employers or co-workers</b>        | <b>-17%</b>  |
| <b>Ex-lovers/partners</b>             | <b>+31%</b>  |
| Landlords, tenants or neighbors       | +3%          |
| <b>Law enforcement officers</b>       | <b>+11%</b>  |
| <b>Lovers/partners</b>                | <b>+30%</b>  |
| Pick-ups                              | -1%          |
| <b>Relatives/other family members</b> | <b>+10%</b>  |
| <b>Roommates</b>                      | <b>+100%</b> |
| <b>Security personnel/Bouncers</b>    | <b>-38%</b>  |
| Service Providers                     | -5%          |
| <b>Strangers</b>                      | <b>+24%</b>  |
| <b>Others</b>                         | <b>+150%</b> |

**2002-2003  
TRENDS SUMMARY**

|  |              |
|--|--------------|
| <b>INCIDENTS REPORTED TO<br/>LAW ENFORCEMENT</b> | <b>-2%</b>   |
| Complaint taken w/no arrest                      | -3%          |
| <b>Complaint taken w/arrest</b>                  | <b>+14%</b>  |
| <b>Complaint refused</b>                         | <b>-12%</b>  |
| <b>Not reported as bias</b>                      | <b>-21%</b>  |
| Reported and classified as bias                  | -3%          |
| Reported as bias:                                |              |
| <b>Class. refused</b>                            | <b>+33%</b>  |
| Attempting bias classification                   | -2%          |
| <b>No bias classification available</b>          | <b>+24%</b>  |
| Police Attitude:                                 |              |
| Courteous  | -8%          |
| Indifferent                                      | +2%          |
| <b>Verbally abusive w/out slurs</b>              | <b>+42%</b>  |
| <b>Verbally abusive w/slurs</b>                  | <b>-54%</b>  |
| <b>Physically abusive w/out slurs</b>            | <b>+140%</b> |
| <b>Physically abusive w/slurs</b>                | <b>-47%</b>  |

**PART 1**

**ABOUT THIS REPORT**

**Introduction:  
Assessing an Epidemic of Violence  
in Turbulent Times**

This report provides a glimpse into some of the latest trends in violence against lesbian, gay, bisexual and transgender (LGBT) individuals in a number of cities and regions throughout the U.S. It has been prepared by the National Coalition of Anti-Violence Programs (NCAVP), a not-for-profit, voluntary network of over 20 community-based victim service organizations that monitor and respond to hate-motivated and other forms of violence affecting LGBT communities. This is the tenth national report about hate-motivated violence that NCAVP has issued in as many years.

Though we consider this a new edition of the annual NCAVP report published since 1994, excepting of general trend information and referential needs, it is important for readers to view the information and data herein, not so much in comparison to that contained in previous or future reports, but essentially as discreet same-location analyses for a twelve-month period. This is the case both because of new information received by participating programs on incidents that occurred in prior reporting periods, as well as the variability of reporting programs from year-to-year, rendering report-to-report comparisons inappropriate.

NCAVP has typically introduced this report by characterizing the problem of anti-LGBT violence in the U.S. with terms drawn more from epidemiology than from criminal science. This approach emphasizes the broad and pervasive nature of acts that are frequently dismissed as isolated or random incidents. Past editions of this report have also stressed that anti-LGBT violence is revelatory of social pathologies more fundamental, and ultimately more dangerous, than other violent crime. That is not only because violence rooted in the hatred of difference has fueled most of the shameful chapters in our own national history, but because it also accounts for a large share of the human tragedies unfolding throughout the world today.

In the wake of increased public attention to anti-LGBT violence in recent years, most mainstream national leaders now at least publicly

acknowledge - if asked - that such violence has surpassed "acceptable" levels, and most will also now publicly and vociferously condemn egregious incidents of anti-LGBT violence as wrong. But it is one thing to acknowledge anti-LGBT violence (along with racist, sexist and other forms of abuse) as a pressing national concern, and another to address it with any concerted and consistent effort. The full weight and resources of federal, state and local governments have hardly even begun to be brought to bear on the problem.

Different incarnations of proposed federal hate-crime legislation that would add sexual orientation and other designations, if not gender identity or gender expression, have floundered for many years in the U.S. Congress. The most recent proposed version - the Local Law Enforcement Enhancement Act (LLEA) - would primarily authorize the Attorney General of the U.S. to investigate and prosecute anti-LGBT crimes as violations of federal civil rights law. However, if passed, LLEA would fall far short of truly addressing LGBT hate, assisting the thousands of annual victims of hate violence or supporting those advocating for victims/survivors in local communities. Additionally, it remains unclear what relevance LLEA would have for some of the most at-risk people within the LGBT community - those of transgender experience. Despite the legislation's numerous shortcomings, it appears that LLEA is no closer to reality than it was at the writing of the Year 2002 Edition of this report.

The current political, economic, and social focus on the 'War on Terrorism,' prosecution of the war in Iraq, and the call for federal and state constitutional amendments banning same-sex marriage, don't bode well for issues considered by many to either be 'ancillary' to national security or supportive of LGBT communities. Ironically, this is exactly the time LGBT communities need support with respect to hate violence.

The current hyper-patriotic environment, continuing economic, military and security concerns, along with strong religious, ethnic and racial dynamics increase the likelihood that the level of hate crimes will rise - particularly against those identified as either being connected to actual and perceived enemies and/or outside the bounds of an increasingly narrow concept of "mainstream" culture.

In the past year, the nation and LGBT communities have been embroiled in debates on issues ranging from the U.S. Supreme Court's decision in *Lawrence v. Texas*, that effectively struck down anti-

## **SELECTED CASE NARRATIVES**

John Pennycuff and Robert Castillo were the first couple in Chicago to enter Cook County's new Domestic Partnership Registry. One week later, they began receiving hate mail. The first letter read "The gay registry increases a person's exposure to danger, especially when your story is published in newspapers, you dumb shits. It's easy to know where you live in this electronic age. Please watch your backs for awhile. A friend." The next letter stepped up the rhetoric, and included many racially loaded words and phrases. The writer attempted to make it appear that the letter was sent from Operation PUSH, and was signed "Jimmy L. Daniels, Head NIGGER In Charge." The letter started with "Dear Filthy, Disgusting FAGGOT." At the bottom, it said "Our motto ... the only good queer is a DEAD queer!!!" (Chicago)

A transgender woman was pumping gas near the Ohio State University campus. As she was waiting for her gas tank to fill, a car with two individuals went by yelling and screaming Anti-gay and Anti-transgender comments at her. She was also harassed and threatened during the incident. (Columbus)

## SELECTED CASE NARRATIVES

The Colorado Anti-Violence Program has been documenting homophobic hate mail targeting Denver metro area LGBT people and their allies for over four years. The double-sided fliers are from a person who signs himself the "Watcher" and includes a long list of quotes from the Bible, with occasional commentary added in parentheses, and includes the title, "Homosexual Rights or Bold Faced Lie" There are sometimes additional notes attached to or written on the flier, such as "I will enjoy watching you die." Most recently, the Watcher has begun sending fliers to almost every person who has had a letter or opinion piece that could be interpreted as pro-gay printed in either the Rocky Mountain News or the Denver Post. The "Watcher" recently began using as a return address addresses of members of the LGBT community and allies, which is confusing for both the receiver and the supposed "sender" CAVP has documented approximately 50 letters sent. CAVP staff met with the Denver FBI Joint Terrorism Task Force in December 2003 to discuss the letters.  
(Colorado)

A local neighborhood that has been repeatedly targeted for its high population of LGBT residents has seen a large amount of vandalism directed towards homeowners' cars. Vehicles have been 'keyed' and one was even scratched with the words - "NO GAYS," causing significant damage to its exterior.  
(Columbus)

sodomy laws across the country in June 2003, to a pair of decisions by the Massachusetts Supreme Court legalizing same-sex marriage in that state. In addition, the nation experienced the culturally significant popularity of network television selections such as *Queer Eye for the Straight Guy*, *The L Word*, *Boy Meets Boy* and the return of Ellen DeGeneres in her new daytime talk show, *Ellen*. By the end of 2003, the nation had moved from debates about sodomy and examinations of the pop culture to open political warfare. Stepped-up efforts by states to prohibit same-sex marriage and President George W. Bush's support for an amendment to the US Constitution banning same-sex marriage that would permanently codify the second class status of same-gender relationships and LGBT people.

In short, LGBT communities have not in recent memory garnered as much visibility, positive and negative, as they have during the past twelve months. We know from both statistics and anecdotal evidence that when attention is paid to LGBT communities, LGBT individuals and communities are targeted for violence. Events both specific and ancillary to LGBT communities help create an environment that fostered increased violence against LGBT people. There are clear precedents for this assertion:

**In June 1994, a month that contained both Stonewall 25 and Gay Games events/celebrations in New York City, there were 91 anti-LGBT and HIV-affected incidents - an all-time high for any month at that time. Additionally, 30 of those incidents occurred during the weekend of Stonewall 25 march (the last weekend of the month). The next year - June 1995, had 75 (-18%) anti-LGBT and HIV-affected incidents in New York, with only 9 (-70%) occurring during Pride Weekend (the last weekend of the month).**

**Nationally, in March and April 1997, anti-LGBT and HIV-affected incidents rose 28% over the same period the previous year (from 371 to 474). During that period, unprecedented attention was given to the "coming out" of actress Ellen DeGeneres and her television character "Ellen Morgan." Also, during this same time period, a lesbian bar in Atlanta was bombed and received extensive press coverage - particularly since it was suspected that it may have been connected to a similar bombing at the 1996 Olympics the previous summer.**

Perhaps the most prescient example of this dynamic is the experience of reporting programs and the communities they represent in the first half of 2003 versus the second half of 2003.

From January through June 2003, five of the eleven reporting programs showed decreases in the number of anti-LGBT incidents when compared with the same six months of 2002.

One program showed no change between the first halves of 2002 and 2003.

The remaining five showed increases over the first six months of the prior year.

Seven of the reporting programs showed increases from July through December of 2003, when compared with the same period in 2002.

Perhaps more startling, programs with existing increases in the first half of the year (Chicago, +35%, New York, 17%, Los Angeles, +27%) showed markedly accelerated increases in the latter half of the year (Chicago, +120%, New York, +43%, Los Angeles (+38%).

At least two programs (Colorado and San Francisco) seemed to reverse downward trends in the first half of the year (Colorado, -23%, San Francisco, -35%) with dramatic rises from July through December (Colorado, +133%, San Francisco, +14%).

Of programs charting increases in the second half of the year, only Pennsylvania's was smaller than any increase through June (3% v. 47%).

Though it still represents a small portion of the data included in this report, it bears mentioning that Connecticut had the largest proportionate increase of all programs in both halves of 2003 - +433% from January to June, and +450% from July through December.

## SELECTED CASE NARRATIVES

Gene Howard was verbally harassed and assaulted in front of a friend's apartment building on Lenox Avenue. Upon entering the building, an unknown male yelled anti-gay slurs at him. Later, as Howard exited the building, the same male yelled more anti-gay slurs at him and threw a bottle at Howard's head. The bottle missed Howard's head at which point, the unknown male approached Howard and punched him in the face. The perpetrator has been arrested. (New York)

Carmen, was a Latina lesbian who was very open about her sexuality. In September, a male acquaintance became very angry with her and attacked her. Though the acquaintance had shown an interest in her before, Carmen was very clear in turning down his advances, but the night of the incident he expressed a deep hatred with respect to her lesbianism. He asked "Who was she to reject him," stated that "She deserved to be killed," as he shouted these things, he was punching and fondling her and asking repeatedly why she would accept women and not him. Carmen was eventually able to escape him though he followed her home. When she reported the incident to the police, the investigator told Carmen that he'd noted her hysterical presence while the offender appeared to be such a calm and good man. (San Francisco)

## SELECTED CASE NARRATIVES

Abbas was physically assaulted in the West Village. A 30-44 year-old man of African descent approached him on the street and asked him for money. Abbas refused and the man pushed him to the ground, causing Abbas to break his elbow. The assailant then fled and Abbas approached a nearby police officer. The police officer took a report and called paramedics. Abbas was taken to a nearby hospital. No arrests have been made.  
(New York)

Nancy, a white transgender woman was attending City College and had been patient and tolerant of other students' obvious intrusive, or even harassing attitudes towards her. However, one evening in October, a man began to harass and insult her as she passed. Nancy asked to be left alone, the man then punched her in the face breaking one tooth. Nancy called for the police, but they could not catch the suspect.  
(San Francisco)

On a Saturday night at a popular neighborhood gay bar in Denver. Bennett met a young man, who introduces himself as Billy. After Billy tells an intriguing story about his life, they decide to leave together. After dropping Billy home Monday, Bennett realized that his checkbook was missing.  
(Colorado)

There are ongoing challenges in fashioning a comprehensive response to anti-LGBT violence at the national level. For instance, there is still not a meaningful federal effort to assess the true extent of anti-LGBT violence in the United States., such that this report, covering approximately 29%<sup>2</sup> of the nation's population, remains the most comprehensive survey available. It is important to note that many of the deficiencies in assessing the extent of anti-LGBT violence also apply to other forms of hate-motivated violence, based on race, ethnicity, religion, etc. The need for more resourceful national monitoring is very clear, given the variability of the trends highlighted in this and past years' editions of NCAVP's report. In many cases, these trends beg for more adequate research, or at least the expansion of a survey such as NCAVP's throughout the nation as a whole.

While the level of anti-LGBT incidents did not fall as far or as rapidly as violent crime in general, there was in fact a downward trend nationally from 1997 through 2002 (though there were not declines in each of these years, there was a 12% decline in reports during the five-year period). That trend appears to have been significantly and at least temporarily reversed in 2003. This trend in part reflects the general decrease in crime, the relative economic improvement, and increased law enforcement response, all in part responsible for that decrease. It bears noting that the high point in reported incidents for this report (1997, 2217 incidents) was also the year of the now surprisingly controversial 'coming out' episode of 'Ellen.' With 2,052 incidents, 2003 is now the third most active year in this report's history for anti-LGBT violence behind 1997 and 2000 (2,105 incidents).

The 2,052 incidents referenced above represent an 8% increase in incidents. In any given edition of this report, we are careful to note that in general, increases and decreases are not a function of rising or declining levels of hate, but more reflective of victims' willingness to report incidents and/or advocates' ability to conduct outreach. However, given the factors mentioned in the preceding paragraphs, there are a number of reasons to believe that the increase in incidents reported to participating agencies in 2003 is in large part a function of heightened targeting of LGBT communities.

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<sup>2</sup> U.S. Census Bureau, US Population Estimate, Apr 01, 2004: 292,925,764; U.S. Census Bureau, US Population Estimates: Cook County, IL Population, 5,350,269, Cleveland CMSA Population, 2,945,831, Colorado State Population, 4,417,714, Columbus MSA, 1,540,157, Connecticut State Population, 3,425,074, Los Angeles CMSA, 16,373,645, Massachusetts State Population, 6,739,304, Minnesota State Population, 4,972,294, Pennsylvania State Population, 12,287,150, San Francisco CMSA, 7,039,362.

Despite historical evidence that periodic 'spikes' occur in hate crimes in general and anti-LGBT violence specifically, there are currently no government resources or efforts to support a level of coordination among advocates and law enforcement that would allow them to examine, respond to, and prevent these surges in violence.

Additionally, there is still no consistent, tangible commitment to assist advocates in responding to anti-LGBT violence by either the federal government or the overwhelming majority of state and local law enforcement and criminal justice agencies.

In the absence of a true commitment to combat or even adequately assess the problem of anti-LGBT violence, one other way to address it is with greater public and private funding for community-based anti-violence programs. Here again, however, resources do not rise to the level of the problem. High levels of fiscal strain and concordant decreased levels of staff affected a number of programs throughout 2003. While these problems are troubling in the most 'normal' of years, the acute need for LGBT anti-violence services in 2003 brought several organizations close to crisis as caseloads skyrocketed. For instance at the New York City Gay & Lesbian Anti-Violence Project, the client services staff was at 50% while caseloads increased 43%, causing exhaustion, burnout, and vicarious trauma among both staff and volunteers.

A new challenge arose for anti-violence programs this year. Many found it difficult to capture the attention of community members, funders and the media as the nation became increasingly focused on the issue of same-sex marriage as the virtually the sole LGBT issue of import. One program particularly affected by ongoing challenges in securing resources, the anti-violence program housed in the Montrose Counseling Center in Houston, was unable to maintain funding for its hate violence program at a level that would have enabled it to contribute to this year's report.

In this context, that eleven of NCAVP's members still contributed meaningful data to this report is an admirable testament to the commitment and capabilities of both those organizations, their staff and their communities. However, this is clearly no way to fight an epidemic, respond to a crisis, or develop strategies to prevent violence. The pressing national concerns of anti-LGBT violence and other bias crime still await comprehensive solutions and action.

## **SELECTED CASE NARRATIVES**

A gay man was visiting his local gay bar after work one night. After striking up a conversation with the man next to him at the bar, the patron left to go home alone. While walking home the gay man was physically assaulted and robbed by the man he had met and conversed with at the bar. This incident was reported to local police. (Columbus)

Kate was assaulted on the N/W/R Subway platform at the 36th street station. At 7PM Lopez had exited the W train to wait for the N or R train and was standing on the platform. An unknown male approached Kate, grabbed her by the neck and attempted to shove her onto the train tracks. Lopez is a yellow belt in Karate and was able to get free, push the man off and run out of the station. During the struggle, the man stated, "I hate Lesbians." Kate walked to the next station and got on a train to go home. She filed a police report with AVP's assistance and her case was classified as bias. No arrests have been made. (New York)

A gay man was visiting his local gay bar after work one night. After striking up a conversation with the man next to him at the bar, the patron left to go home alone. While walking home the gay man was physically assaulted and robbed by the man he had met and conversed with at the bar. This incident was reported to local police. (Columbus)