

Public Document Pack

Late information for Scrutiny Board (Safer and Stronger Communities) on 10 March 2014

Pages 1-36: Agenda item 9 – To receive a report from the Director of Environment and Housing on the Leeds Hate Crime Strategy 2014-19

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Report of Director of Environment and Housing

Report to Safer and Stronger Communities Scrutiny Board

Date: 10th March 2014

Subject: Leeds Hate Crime Strategy 2014 - 2019

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

- 1 Safer Leeds has revised the Hate Crime Strategy, which sets out our ambition to prevent and reduce levels of hate crime by ensuring victims and witnesses are supported and offenders are brought to justice. Our desired outcome is that People in Leeds are safe and feel safe in their homes, in the streets, and the places they go.
- 2 The strategy is underpinned by an action plan to achieve three key priorities of Challenge it, Report it, and Stop it.

Recommendations

- 3 Members of the scrutiny board are recommended to actively support the implementation of the Hate Crime Strategy in the following ways :
 - Acknowledge the work undertaken to date by partners, residents groups and volunteers. Understand the impact of hate crime on our communities and the steps being taken to resolve them.
 - Acknowledge the importance of including prevention, reporting and stopping hate crime as shared priority for all services.
 - Raise any known issues or areas of overlap in your own ward areas as soon as possible with Service Development Officer, Rebecca Herbert.

- Support the strategic action plan. You can do this by sharing information, signposting to reporting centres and identifying opportunities to raise the profile of reporting, challenging and stopping hate crime within your own portfolios.

1 Purpose of this report

- 1.1 The purpose of this report is to inform members of the new Leeds Hate Crime Strategy 2014-2019 which is due to be formally launched on 24th April 2014; and to ask members to actively support the work undertaken. The Hate Crime Strategy is attached as Appendix 1.
- 1.2 The strategy is underpinned by an action plan to achieve three key priorities of Challenge it, Report it, and Stop it.
- 1.3 **Challenge it – Know how to identify a hate incident. Performance measure: Increased number of reports from Hate Incident Reporting Centres.** Leeds will be a city where people are able to recognise, value and embrace diversity and difference. We will:
- deliver awareness and training programs to support people from different backgrounds and ages to feel comfortable living together in communities.
 - work with organisations across Leeds to promote a clear and consistent message that prejudicial views or behaviour that could result in hate incidents or crimes are not tolerated or condoned.
 - work with communities to ensure people are treated with dignity and respect and the causes of unfairness are understood and addressed.
- 1.4 **Report it – Know how to report a hate incident. Performance measure: Increase in number of impromptu hate incidents recorded.** Leeds will be a city where there is a strong community spirit and a shared sense of belonging; where people feel confident about taking action for themselves and others. Where hate crimes or hate incidents occur, we want people to feel confident to report. Reports can be made to the police, Stop Hate UK, Hate Incident Reporting Centres (HIRCs) located across the city, in schools, and online. Training is delivered to all reporting centres to ensure that victims are offered a safe place to make reports. *We will believe you. We will take your report seriously and we are here to help.*
- 1.5 **Stop it – Know how to respond. Performance measure: Decreased number of repeat victims (deliberate); decrease in prevalence of incidents in identified hot spot areas.** Leeds will be a city where proportionate responses are levelled against perpetrators of hate incidents and hate crimes. We believe that power and control belongs to the victim. We will respond in accordance with the wishes and choices of the victim. The partners can offer a range of options to respond to hate crime. Victims of hate crime will be given access to support and partners will seek to resolve the issues using mediation, restorative conferences, tenancy action, civil legal action or through criminal prosecutions. We will work with victims to stop the behaviour.

2 Background information

- 2.1 In 2012/13, the Home Office published hate crime statistics for England & Wales. There were 42,236 hate crimes recorded nationally, of which 35,885 racial crimes, 1573 religious crimes, 4267 sexual orientation crimes, 1,841 disability crimes and 361 gender identity crimes.
- 2.2 In Leeds, 727 hate crimes were recorded, of which 629 racial crimes, 13 religious crimes, 78 sexual orientation crimes, 44 disability crimes, and 3 gender identity crimes. Partners work hard to protect communities from hate crime but we feel that hate crime and hate incidents are widely under-reported.
- 2.3 West Yorkshire Police, Leeds City Council, Stop Hate UK, Victim Support, Housing Leeds, registered social housing providers, Children's & Adult Social Services, resident and community groups, support services, universities, schools and children's settings are working together to deliver the hate crime strategy. Celebrating equality and diversity is at the heart of what we are trying to achieve and supports key statutory responsibilities set out in Equality Act 2010.
- 2.4 In 2012, the coalition government published the Challenge it, Report it, Stop it Governments Plan to tackle hate crime. West Yorkshire's Police Crime Commissioner, Mark Burns-Williamson, includes within his published *Police & Crime Plan 2013-2018* a priority to tackle hate crime. This priority is strongly felt in Leeds and partners are committed to delivering on 3 key objectives.

3 Main issues

- 3.1 There are no additional resources to support the delivery of this strategy. Through consultation and engagement with key partners across the city, our aim is to embed the integrated hate crime process into current service delivery.
- 3.2 We will work with partners to address the root causes of hate crime. Supported by shared intelligence and analysis, agencies can target limited resources and respond to the issues affecting local communities.
- 3.3 In January 2014, the Safer Leeds Intel team published the first quarterly hate crime intelligence report, which uses prevalence mapping to identify 'hot spot' areas. In Leeds, we have also introduced a new way of categorising hate crime (Appendix D of the Hate Crime Strategy). We are moving away from using language like 'low level' to describe hate incidents as this fails to acknowledge the harm caused to victims.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.2 On 3 December 2013, in conjunction with Disabled Customers Forum and Rainbow Roofs LGBT Group (supported by Rukhsana Mahmood, Housing Leeds Diversity Project Officer) residents hosted the first 'Leeds Challenges Hate' event. The event was planned by the residents, who wanted to gain a better understanding of the before, during and after process of making a hate incident report. 72 residents and service providers attended the event. The purpose of the

event was to raise awareness of hate crime reporting; understand how to access hate incident reporting; and provide an overview of the options available to victims after making a report. Guest speakers included Simon Green, a disabled persons activist and Rikki Arundel, LGBT speaker and activist. James Gibbs of Stop Hate UK delivered presentation on access to reporting centres. Rebecca Herbert of Leeds ASB Team gave an overview of the hate crime strategy. The event closed with a Q&A for the panel. The evaluation of the event is attached as Appendix 2.

- 4.3 Housing Leeds & BITMO are supporting LASBT to develop 'Mystery shopping' for hate incident reporting centres. Residents will be asked to improve services by testing out hate incident reporting centres. It is expected that this will be implemented in June 2014, with recruitment and training of volunteers taking place in April/May 2014.
- 4.4 Early draft of the strategy was circulated to partners in Children's Services. As a result, a task and finish group was set up with headteachers, Children's services and Safer Leeds partners to develop the Bullying & Hate Incident reporting guidance for schools. This has resulted in a reporting process being rolled out across local authority primary and secondary schools from January 2014. Another group will convene in April 2014 to develop processes for reporting and responding to hate incidents in all children's settings, including youth service provision and residential care settings.
- 4.5 Early drafts of the strategy were circulated to members of the council's Disabled Staff Network and recommendations were incorporated into current draft.
- 4.6 Early drafts of the hate crime strategy were tabled at community safety partnership panels across the city and recommendations incorporated into the current draft.
- 4.7 Early drafts were shared with lead members. Recommendations were incorporated into current draft. The overarching vision of the strategy was communicated via a presentation to members of the Safer Leeds executive board.

5 Equality and Diversity / Cohesion and Integration

- 5.1 Celebrating equality and diversity is at the heart of the hate crime strategy. The action plan supports key statutory responsibilities set out in Equality Act 2010. The strategy supports the council's statutory responsibility to pay due regard to eliminating discrimination and promoting equality in relation to the protected characteristics.
- 5.2 Leeds City Council are preparing a Stonewall submission so that we may achieve the status of Education Champion among top ten local authorities which are best in preventing homophobic bullying in schools in Britain.
- 5.3 This strategy also draws on recommendations from the joint report '*Living in a Different World: Joint Review of Disability Hate Crime 2013*' and the Equality and Human Rights Commission's (EHRC) *Out in the Open Manifesto For Change*. The EHRC recognises the on-going challenges to better understand '*the motivations of perpetrators and societal causes of disability-related harassment*'

and improve *'the collection of comprehensive data on disability-related harassment, to improve decision-making and accountability.'* Although this report focussed on disability, the lessons will be applied to improve outcomes for victims across all strands of hate crime, particularly in relation to increasing our data collation and understanding of issues affecting these groups

6 Council policies and City Priorities

- 6.1 The hate crime strategy supports Vision for Leeds 2030 and our ambition to be 'best city for communities.' This strategy also supports the Safer Leeds Partnership Plan objectives of 'improving approaches to dealing with hate crime', 'reducing vulnerability' and 'safeguarding communities', and it's desired outcome to ensure that 'People in Leeds are safe and feel safe in their homes, in the streets, and the places they go'.

7 Resources and value for money

- 7.1 There are no additional resources available to invest in hate crime. Through partnership working, responses and reporting hate incidents should be embedded into service delivery.
- 7.2 The intelligence led approach will ensure that resources are targeted to areas with identified needs and target the root causes of hate crime with education and prevention. The proactive approach to reducing repeat victimisation and prevalence of hate crime should ensure that services are providing value for money, by responding to issues before they escalate into more serious offences requiring costly legal interventions and investigation.

8 Legal Implications, Access to Information and Call In

- 8.1 Not applicable

9 Risk Management

- 9.1 Under the actions taken to promote the hate crime strategy, there may be an increase in reporting, which will lead to an increased demand on services provided by the Leeds Anti-Social Behaviour Team & West Yorkshire Police Hate Crime co-ordinators. The intelligence led approach will deploy limited resources to areas with identified needs. Leeds ASB Team will provide quarterly report cards to the Safer Leeds Executive and Safer Stronger Communities Board to identify any trends and be accountable for actions.
- 9.2 The hate crime strategy ensures that partners are accountable and that the different strands of hate crime have appropriate support in place. Without a strategy, the process can be disjointed and lead to vulnerable individuals falling through the gaps.
- 9.3 The hate crime strategy supports Leeds City Council to fulfil our statutory requirements under the Equality Act 2010.

10 Recommendations

10.1 Members of the Safer and Stronger Communities Scrutiny Board are recommended to actively support the Hate Crime Strategy in following ways:

- Acknowledge the work undertaken to date by partners, residents groups and volunteers. Understand the impact of hate crime on our communities and the steps being taken to resolve them.
- Acknowledge the importance of including prevention, reporting and stopping hate crime as shared priority for all services.
- Raise any known issues or areas of overlap in your own ward areas as soon as possible with Service Development Officer, Rebecca Herbert.
- Support the strategic action plan. You can do this by sharing information, signposting to reporting centres and identifying opportunities to raise the profile of reporting, challenging and stopping hate crime within your own portfolios.

11 Background documents¹

11.1 None.

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

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Safer Leeds

Hate Crime Strategy 2014-2019

Our ambition is to prevent and reduce levels of hate incidents by ensuring victims and witness of hate incidents are supported and offenders are brought to justice. Our desired outcome is that people in Leeds are safe and feel safe in their homes, in the streets, and the places they go.

**LEEDS
CHALLENGES
HATE**

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Produced by Rebecca Herbert & Keith Mack, Leeds Anti-Social Behaviour Team, January 2014
Date for review: January 2015

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Foreword

We are pleased to present this revised Hate Crime Strategy for Leeds, which comes into force in February 2014.

Victims can report hate crime to the Police, Leeds City Council, Stop Hate UK, and a number of reporting centres across the city. These agencies will work closely with each other across the city to tackle hate crime.

Tackling hate crime matters to us all, not just because of the devastating consequences it can have for victims and their families, but also because it can divide communities

This Hate Crime Strategy for Leeds reflects the objectives and aims set out in National, Regional & Local Frameworks to prevent hate crime, increase public confidence to report hate crime and improve the response of agencies charged with tackling hate crime.



Councillor Peter Gruen
Deputy Leader
Leeds City Council

West Yorkshire Police are committed to working with partners to tackle crime and anti-social behaviour. Crime that is motivated by hostility whether this relates to real or perceived race, faith, sexual orientation, gender identity, disability or anything else is a priority.

Where hate crime or a hate incident occurs it is important that there is confidence that the police and their partners will deal effectively with such occurrences.

We are committed to this strategy which sets out our objectives through which we will ensure that we support both victims and witnesses involved in hate incidents.

We will review the strategy on an annual basis to ensure it remains relevant and up to date.



Chief Supt. Paul Money
Leeds District Commander
West Yorkshire Police

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1.0 The 'Vision for Leeds 2030'

- 1.1 Leeds has an ambitious vision to be the best city in the UK. A city that is sustainable and inclusive. A more cohesive city with stronger communities.
- 1.2 Leeds will be a place where everyone has an equal chance to live their life successfully and realise their potential.
- 1.3 Embracing new ideas, involving local people, working positively in partnership and with local communities to tackle hate crime and hate incidents, is crucial if partners in Leeds are to fulfil this ambition.
- 1.4 Leeds will be a city where there is a strong community spirit and a shared sense of belonging; where people feel confident about doing things for themselves and others; where people from different backgrounds and ages feel comfortable living together in communities; where people are treated with dignity and respect and the causes of unfairness are understood and addressed.
- 1.5 It is important therefore, that people in Leeds are able to recognise, value and embrace diversity and difference. Where hate crimes or hate incidents occur, it is our intention to develop confidence to challenge them and/or report them to the key partners responsible for the delivery of this strategy. Reports can also be made to a number of Hate Incident Reporting Centres (HIRCs) across the city as set out in Appendix B.
- 1.6 The key partners responsible for the delivery of this strategy are West Yorkshire Police (WYP), Leeds City Council, specifically Leeds Anti-social Behaviour Team (LASBT), Safer Leeds, One Stop Centres, Housing Leeds, Adult Social Care, Children & Young People Social Care; Victim Support and Stop Hate UK. A full list of partners involved in supporting the delivery of this strategy is available in Appendix E.
- 1.7 The aims set out in this strategy have been consulted on with stakeholders including community groups, third sector, voluntary groups and strategic partners. Consultation and involvement will continue over the life of strategy through mystery shopping; and report cards provided to Safer Leeds Executive & stakeholders. The strategy will be reviewed on an annual basis.

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1.8 This Hate Crime Strategy is designed to support professionals, individuals and organisations (statutory, non-statutory & voluntary) to identify and respond to hate incidents. It is underpinned by a strategic plan (attached at appendix A) that sets out how our objectives will be met.

2.0 Understanding Hate Crime & Hate Incidents

2.1 A hate incident is *any behaviour* that is perceived by the victim or any other person, as being motivated by prejudice or hostility based upon the victim's real or perceived:

§ **Race/Ethnicity** – *Incidents perceived to be racist by the victim or any other person on the basis of ethnic origin, skin colour, nationality, culture, language, real or perceived racism. For example, using derogatory language towards Gypsy, Traveller, Roma or any other communities.*

§ **Sexual orientation/Homophobia** - *Incidents perceived by the victim, or any other person, to be motivated by a prejudice based on another person's sexuality, or perceived sexuality. For example, related to sexual orientation or perceived orientation of target or target's family and/or homophobic / biphobic abuse and derogatory language used.*

§ **Faith, religion or belief** - *Incidents perceived to be based on prejudice towards or hatred of the religion/belief of the victim or so perceived by the victim or any other person. For example, beliefs, faith, lack of faith real or perceived, Islamophobia, anti-Semitism*

§ **Disability** - *Incidents perceived by the victim or any other person to be motivated by the offender's prejudice against people because of their disability or so perceived by the victim or any other person. For example, real or perceived disability, special needs, gifted or talented or health conditions or association with someone in those categories, using derogatory language*

§ **Transgender/Gender identity** - *Any incident which is perceived to be based on prejudice towards or hatred of the victim because of that person's gender identity or so perceived by the victim or any other person. For example any incident based on attitudes that when expressed demean, intimidate or harm another person because of their gender, using derogatory language.*

Behaviour which is targeted based on any aspect of a person's personal identity should be reported. We encourage people to report all incidents.

[Type text]

- 2.2 Hate incidents that are reported to the police, council, Stop Hate UK or 3rd party reporting centres called Hate Incident Reporting Centres (HIRC) must be recorded based on the perception of the victim or reporting person. A list of hate incident reporting centres is published online and updated quarterly. These centres encourage reporting of all incidents which are then passed on to relevant partners to determine if a criminal offence has been committed. No matter is too small to be reported as a hate incident.
- 2.3 A hate incident can include verbal abuse or insults (e.g. detrimental comments, abusive language and “jokes” relating to race, religion, disability/learning difficulties, sexual orientation, gender / gender identity), insulting gestures, abusive telephone calls and offensive messages, based on the personal characteristics of the victim as set out in 2.1.
- 2.4 The Association of Chief Police Officers (ACPO) define Hate Crime as “any hate incident, which constitutes a criminal offence, perceived by the victim or any other person, to be motivated by prejudice or hate” based upon the victim's real or perceived: race, sexual orientation, religion, disability or gender identity.
- 2.5 There are specific offences that carry enhanced sentences for victims of racially and religiously aggravated crimes. Only these specific offences can be charged as racially or religiously aggravated. However, if there is clear evidence of motivation the court can increase the sentence.
- 2.6 There are no specific offences for crimes against people because of their sexual orientation, gender identity or disability. If there is evidence that the perpetrator of any offence was hostile towards a victim because of their actual or perceived sexual orientation, gender identity or disability, the Court must increase the sentence as per S.146 of Criminal Justice Act 2003 (amended by Legal Aid & Prosecution of Offenders Act 2012).
- 2.7 There are concerns that hate crime across all five strands is under reported. It is our aim to increase confidence in reporting and increase the number of hate incidents recorded across all five strands.

3.0 National, Regional & local Frameworks

National

3.1 The Government's national action plan gives local partnerships the freedom to develop strategies that are reflective of the needs of their communities.

"This Government believes that everyone should be free to live their lives without fear of abuse or attack on the basis of who they are. All crime is wrong, but crime that is motivated by hatred of the victim is particularly corrosive." (Challenge it, Report it, Stop it, Governments Plan to tackle Hate Crime , March 2012)

3.2 Government plan to tackle Hate Crime published in March 2012 covers three principles:

- § Preventing hate crime
- § Increasing reporting and access to support
- § Improving the operational response to hate crimes

3.3 The Home Office published statistics on hate crimes recorded by the police in England and Wales on 17 December 2013 outlined below.

Hate crime strand	2011/12	2012/13
Race	36,016	35,885
Religion	1,622	1,573
Sexual orientation	4,362	4,267
Disability	1,757	1,841
Gender-identity	309	361
Total number of motivating factors	44,066	43,927
Total number of hate crimes	N/A	42,236

Source: Police recorded crime, Home Office

Regional

3.4 West Yorkshire's Police Crime Commissioner, Mark Burns-Williamson, responding to the needs of local communities in West Yorkshire, includes within his published *Police & Crime Plan 2013-2018* a priority to tackle hate crime.

3.5 The PCC has pledged to use his position as elected representative to bring people together with partners to tackle all forms of hate crime building towards;

§ Ensuring people understand and are aware of what hate crime is, how to report it and how they can help

§ People who experience or witness hate crime feeling able to come forward to report it, ensuring they are supported in a way that best meets their needs

§ Being assured that people can go to individuals and organisations that they trust and reported hate crime is dealt with appropriately, while reinforcing the message that it is not acceptable in any form (Police and Crime Plan 2013-2018, 2013)

Local

3.6 This strategy supports the Safer Leeds Partnership Plan objectives of ‘improving approaches to dealing with hate crime’, ‘reducing vulnerability’ and ‘safeguarding communities’, and it’s desired outcome to ensure that ‘[People in Leeds are safe and feel safe in their homes, in the streets, and the places they go](#)’.

3.7 Leeds is a growing, vibrant and increasingly diverse city with well-established BME communities of African Caribbean, South Asian and Irish descent; and emerging communities of eastern European migrants, Gypsy Traveller & Roma, refugees and asylum seekers and overseas students.

3.8 Figures from 2011 Census provides a good overview of the diversity of faith communities within Leeds, with Christians (68.9%), Muslims (3.0%), Jewish (1.2%), Sikhs (1.1%), Hindus (0.6%), Buddhists (0.2%) and others (0.2%) all represented*.

*24.9% shown as no religion or religion not stated which is comparable with the 22.5% rate for England

3.9 The hate crimes recorded by police in Leeds are outlined below:

Hate crime strand	2011/12	2012/13
Race	730	629
Religion	25	13
Sexual orientation	67	78
Disability	31	44
Gender-identity	3	3
Total number of motivating factors	856	767
Total number of hate crimes	839	747

Source: West Yorkshire Police Data extracted from Niche via Corvus 11:45 06/01/2014

3.10 These figures demonstrate a decline in overall recording of hate crime across Leeds. Although this decline may reflect a reduction

in hate crime across the city, our partners understand that a number of hate incidents go unreported. It is our aim to increase the confidence in reporting and increase the number of reports recorded across all five strands.

- 3.11 This strategy also draws on recommendations from the joint report *‘Living in a Different World: Joint Review of Disability Hate Crime 2013* and the Equality and Human Rights Commission’s (EHRC) *Out in the Open Manifesto For Change*. The EHRC recognises the on-going challenges to better understand *‘the motivations of perpetrators and societal causes of disability-related harassment’* and improve *‘the collection of comprehensive data on disability-related harassment, to improve decision-making and accountability.’* Although this report focussed on disability, the lessons will be applied to improve outcomes for victims across all strands of hate crime, particularly in relation to increasing our data collation and understanding of issues affecting these groups.

4.0 Integrated Hate Crime process

- 4.1 Anyone can be a victim of a hate incident, even if they are not part of a targeted minority or vulnerable group and equally anyone can report a hate incident. Hate incidents are indicators of behaviour that could escalate or evolve into incidents that are more serious and/or hate crime.

- 4.2 We are committed to ensuring proportionate responses are levelled against perpetrators of hate incidents and appropriate support is given to victims in line with the Governments’ three-pronged approach of *‘Challenge it, Report it, Stop it’*

- 4.3 **Challenge it** – Know how to identify a hate incident

The success of any long term strategy to reduce and prevent hate crime, lies in stopping hate crimes happening in the first place - by challenging and changing the attitudes and behaviours that lead to hatred, and intervening early to stop tensions or incidents escalating.

A lack of understanding, reinforcement of negative stereotypes and fear of the unknown can all contribute to prejudice. Children and young people in particular learn their behaviours and form

their views from their peers and the adults around them.

All organisations across Leeds will work with residents to promote a clear and consistent message that prejudicial views or behaviour that could result in hate incidents or crimes are not tolerated or condoned.

We will achieve this by; developing the evidence base to establish a better understanding of hate crime, publishing data and analysis of hate crimes. It will work with all partners to help them tackle all forms of bullying, particularly bullying motivated by prejudice, changing perceptions of marginalised and disabled people through increased awareness, positive images and media coverage that promote positive shared local identities.

4.4 **Report it** – Know how to report a hate incident

Research evidence suggests that hate crime and hate incidents may be hugely under-reported, particularly amongst certain communities, including where the victim is from Gypsy, Irish Traveller and Roma Communities, ‘new’ migrant communities including asylum and refugee communities, or is disabled or transgender.

We will work to increase the reporting of hate crime by building victims’ confidence to come forward and seek justice.

We will achieve this by publicising our actions to instil confidence that we take it seriously and will do something about, raising awareness of how to report hate crime, and making it easier for victims and witnesses of hate crime to report what has happened.

4.5 **Stop it** – Know how to respond

There is a collective recognition of the harmful impact that hate incidents can have on victims. We believe, therefore, it is of fundamental importance that power and control is given to the victim. We will therefore always respond in accordance with the wishes and choices of the victim.

Our emphasis will always be to provide a collective joined up response to hate incidents with, where appropriate, joint action by West Yorkshire Police and Leeds Anti-Social Behaviour Team.

Where consent is given by the victim, Hate Crimes will be investigated by West Yorkshire Police. Investigations and support for victims are co-ordinated by the Police Hate Crime Co-ordinators. The police provide a victim-led approach in responding to hate crime. Where the victim is willing, the Hate Crime co-ordinators will support victims to access justice through the Criminal Justice System. Hate crimes are also subject to scrutiny panels where panel members (members of the public) review cases to ensure that victims receive an appropriate service.

Where consent to share information with the police is not forthcoming, possibly due to poor experiences in the past, cultural issues, or fear of reprisals, victims are offered support from Leeds Anti-Social Behaviour Team (LASBT). LASBT can offer alternatives to Criminal Justice System outcomes, with an emphasis on preventing incidents from reoccurring. LASBT will ensure the victim is given access to support and will seek to resolve the issues using mediation, restorative conferences, tenancy action, and civil legal action. The Hate Crime Co-ordinators and LASBT will also liaise with partner agencies through Multi-Agency Risk Assessment Conference (MARAC).

Hate Crime MARAC seeks to achieve positive outcomes for victims of hate crimes and to facilitate information sharing and intelligence. The panel of professionals, whose core members include Police Hate Crime Co-ordinators, Community Safety Partnership Area Co-ordinators, Victim Support Outreach Workers, LASBT, Stop Hate UK, Housing Options Safeguarding Team and housing providers, can support victims to access home security, emotional support or advocacy services. The MARAC also helps to identify repeat offenders and targeted interventions.

Leeds will use victim-led restorative practices where hate incidents can be dealt with through conversations that acknowledge the harm caused and work towards repairing any damage/harm.

4.6 **Measuring Success**

The effectiveness of prevention and reporting objectives will be measured by:

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- § Delivery of educational and training programmes,
- § Targeted awareness campaigns & projects delivered based on emerging issues identified through intelligence and tensions monitoring
- § Increased numbers of hate incidents (non-crimes) reported directly to the police or through 3rd party Hate Incident Reporting Centres.

Improvements in our responses to hate crime will be measured by:

- § A reduction in the number of first time reports that escalate to more serious offences
- § A reduction in the number of repeat victims and repeat perpetrators.
- § A reduction in the number of serious offences motivated by hate (including damages, assaults, threatening behaviour)
- § Customer satisfaction data - % of customers satisfied with the outcome and % of customers satisfied with the investigation

5.0 The way forward

- 5.1 The detailed strategic action plan is set out in Appendix A below.
- 5.2 The launch of this strategy will see the introduction of a hate crime problem matrix (attached as Appendix D.) The matrix introduces a new language to track types of hate incidents. This matrix will form the basis of a dedicated intelligence product. This intelligence product will allow the partnership to track the prevalence of hate incidents broken down by ward area and target resources accordingly.
- 5.3 The strategy will be reviewed on annual basis. The strategic action plan will be monitored through report cards to the Safer Leeds Executive. A quarterly intelligence report as referenced in 5.2 will identify key areas of work. Partner agencies will be required to evidence how collective responses have reduced deliberate and organised offences. This will also give partners an indication of where further work is needed to increase reporting confidence and raise awareness.

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- 5.4 A list of accountable, responsible, consulted, informed and supported members working in partnership to achieve the outcomes set out in the Hate Crime Strategy are attached as Appendix E.

6.0 Legislation

- 6.1 This document has been drafted in consideration of the general and specific duties within the following acts of parliament;

*Equality Act 2010,
Data Protection 1998, Freedom of Information Act 2000,
European Convention on Human Rights*

- 6.2 And other legislation relevant to this area including;

*Public Order Act 1986,
Human Rights Act 1998,
Race Relations Act 2000,
Crime and Disorder Act 1998,
Employment Act 2002,
Criminal Justice Act 2003,
Disability Discrimination Act 1995,
Sex Discrimination Act 1975,
Protection From Harassment Act 1997
Criminal Justice and Immigration Act 2008,
Employment Relations Act 1999
Racial and Religious Hatred Act 2006,
Legal Aid and Prosecution of Offenders Act 2012*

Appendix A

Hate Crime Strategic Plan

This plan sets out in broad terms our 'Objectives', 'proposed actions' and how we intend to 'measure success'. It will form the basis of an internal delivery plan that will identify timescales, responsible officers and actions completed.

Challenge it – Know how to identify a Hate Incident		
Objectives	Actions	Measure of Success
<p>We want to improve everyone's understanding & awareness of what is a hate crime and/or hate incident across Leeds.</p> <p><i>We want to demonstrate best practice around celebrating diversity& embedding social values, cohesion and inclusion:</i></p>	<p>We will continually analyse level of understanding across the partnership to identify training needs</p>	<p>We will monitor number of training & awareness programmes delivered in response to training needs analysis.</p>
	<p>We will explore every opportunity to communicate with the wider community through positive publicity and involvement with relevant events and services.</p>	<p>We will evaluate the effectiveness of publicity produced through customer feedback.</p> <p>We will collate data relating to the number of events attended and targeted publicity.</p> <p>We will analyse attendance feedback from organised events through evaluation forms.</p>

Appendix A

<p>We want to improve everyone's understanding & awareness of what is a hate crime and/or hate incident across Leeds.</p> <p><i>We want to demonstrate best practice around celebrating diversity & embedding social values, cohesion and inclusion:</i></p>	<p>We will work with METRO & Safer Travel to provide up to 8,000 customers with a disability per year (40,000 over 5 years) with information and guidance on identifying and reporting hate incidents. We will seek commitment from Metro to display publicity materials.</p>	<p>We will collate the number of letters sent to customers.</p> <p>We will monitor the number of publicity materials displayed in bus shelters & stations.</p>
	<p>We will explore opportunities to communicate with young people through positive publicity and the delivery of education and awareness projects.</p>	<p>We will evaluate feedback from schools engaging with programmes.</p> <p>We will evaluate the understanding of young people involved in the programmes.</p> <p>We will collate the number of children that access provision.</p> <p>We will collate the number of schools achieving the Stephen Lawrence award.</p> <p>We will expect to see a decline in deliberate and organised hate incidents in areas where the programmes are implemented.</p>
<p>We want to improve our evidence and intelligence data to establish a baseline position to measure actions against.</p>	<p>We will work with a broad range of partners to improve data collation and data sharing process to ensure hate crime/incident data can be collectively analysed including:</p> <ul style="list-style-type: none"> • Work with Adult Safeguarding Trust to collate data and analysis of issues affecting people with disabilities 	<p>We will improve our response by better understanding issues affecting people with disabilities.</p>

Appendix A

<p>We want to improve our evidence and intelligence data to establish a baseline position to measure actions against.</p>	<ul style="list-style-type: none"> • Develop links with agencies that represent the LGBT community to understand the prevalence of unreported incidents and barriers to reporting. 	<p>We will improve our response by better understanding issues affecting the LGBT community.</p>
	<ul style="list-style-type: none"> • Secure a commitment from METRO to collate baseline by including questions about experience of hate crime in existing passenger focus work • Develop Service Level Agreements with Tell MAMA & The Community Safety Trust, and develop links with other faith groups. • Collate hate incident reports from Universities & Student Unions (University of Leeds, Leeds Metropolitan, Leeds Trinity) • Collate hate incident reports generated through new Hate Incident Reporting for Schools • We will encourage partners to submit tension monitoring reports to assist the Community Safety Intelligence team to identify emerging issues 	<p>We will improve our response by better understanding passenger experiences on local transport networks</p> <p>We will improve our response by better understanding issues affecting faith groups</p> <p>We will improve our response by better understanding issues affecting university population</p> <p>We will improve our response by better understanding issues affecting young people</p> <p>We will track the increase of tension reports submitted.</p>

Appendix A

<p>We want all key partners responsible for responses to hate incidents to support the prevention agenda.</p>	<p>We will support partners to review existing policy and procedures to ensure appropriate guidance is included regarding the prevention of hate crime & hate incidents.</p> <ul style="list-style-type: none"> • Housing Leeds • Adult Social Care • Children & Young People Social Care • Housing providers • Universities • METRO & transport providers 	<p>We will monitor the number of partners incorporating guidance in policies and procedures.</p> <p>We will continue to achieve recognition for Equality & Diversity.</p>
<p>Report it – Know how to report a Hate Incident/Crime</p>		
<p>Objectives</p>	<p>Actions</p>	<p>Measure of Success</p>
<p>We want to clearly signpost victims and members of public to hate incident reporting centres and alternative reporting routes.</p>	<p>We will promote all hate incident reporting routes including Police, Stop Hate UK and third party reporting centres.</p>	<p>We will monitor any increase in reports received.</p>
	<p>We will provide links within partners' websites to signpost to hate incident reporting centres and service providers.</p>	
	<p>We will publicise the use of the Community Trigger for any victim who has reported a hate incident to the police, council or landlord and received no response.</p>	<p>We will review all community trigger requests relating to hate crime and implement a robust action plan.</p>
<p>We want to improve confidence in reporting for all victims and reporting persons across the five strands.</p>	<p>We will deliver a rolling programmes of Hate Incident Reporting Centre training to all 3rd party reporting centres to ensure HIRC provision meets the minimum standards agreed across West Yorkshire.</p>	<p>We will collate the number of staff that attend training.</p>

Appendix A

We want to improve confidence in reporting for all victims and reporting persons across the five strands.

<p>We will support Adult Social Care to develop & implement safeguarding training that supports frontline staff to identify & report hate crime; and understand partnership responses.</p>	<p>We will monitor the number of training sessions delivered to staff.</p>
<p>We will monitor the service delivered by hate incident reporting centres to ensure that customers are given a safe place to report; feel listened to and treated with respect.</p>	<p>We will evaluate feedback from customers.</p> <p>We will record the number of centres achieving minimum standards.</p>
<p>We will evaluate the quality of service provided by HIRCs through 'mystery shopping' using customer involvement groups</p>	<p>We will record the number of centres requiring Service improvement plans (where standards not met) with clear targets set for improvements.</p>
<p>We will implement a Hate Incident & Bullying Guidance & reporting tool for all local authority schools & children's settings (Attached as Appendix C)</p>	<p>We will monitor the number of schools & children settings using the reporting tool.</p> <p>We will seek to maintain recognition by Stonewall as being within top ten local authorities in England, Scotland and Wales for being best at celebrating difference and preventing and tackling all kinds of bullying.</p>
<p>We will publish outcomes using social media, websites, community newsletters and public offices to increase confidence in reporting through adopting a 'you reported, we sorted' approach to highlight outcomes.</p>	<p>We will monitor the number of positive outcomes published.</p> <p>We will seek out recognition from agencies like Stonewall, Social Housing Equality Framework, Stephen Lawrence award, etc for best practice.</p>

Appendix A

Stop it – Know how to respond		
Objectives	Actions	Measure of Success
We want to ensure victims and witnesses are supported and have a voice in what happens.	We will ensure that victims are kept fully informed and consulted with when making decisions.	We will collate data in respect of service standards for police & LASBT.
	We will develop relationships with support agencies to meet the needs of victims including Victim Support, Stop Hate UK, Sanctuary Supported Living, The Witness Service & key support providers.	We will monitor the number of referrals to support; number of witnesses offered special measures; and evaluate customer feedback.
We want to ensure our responses in dealing with offenders are proportionate and prevent problems from escalating.	<p>We will ensure that partners responding to hate crime and hate incidents make use of the range of powers available to respond and prevent hate incidents from reoccurring:</p> <ul style="list-style-type: none"> • Restorative practice to repair harm • Use of civil legislation to prevent further incidents • Use of criminal legislation to target offenders 	<p>We will monitor the number of successful outcomes achieved through mediation, community resolutions, and restorative practice. A successful outcome will be defined as no further offending or positive feedback from the victim.</p> <p>We will monitor the number of successful outcomes achieved through use of Injunctions, ASBO's Closure Orders and tenancy action.</p> <p>We will monitor the number of cases referred through the Criminal Justice System process.</p>

Appendix A

	<ul style="list-style-type: none"> Interventions for offenders aimed at increasing victim empathy, hate crime awareness, and repairing harm 	We will track the number of targeted interventions delivered and monitor success based on re-offending.
We want to prevent repeat victims of hate crimes.	We will develop a process for identifying repeat victims across police and council systems.	We will monitor the number of repeat victims and expect to see a decline in deliberate.
	We will produce quarterly Hate Crime Intelligence report to identify prevalence of hate crime across the city for discussion and action by Hate Crime Multi-Agency Risk Assessment Conferences & key delivery partners. We will target resources of multi-agency partnerships to resolve hate crime in high prevalence areas.	We will track progress and evidence decline in hate incidents in 'hot spot' areas based on partnership actions.

Appendix B

Ways to Report

LEEDS HATE INCIDENT REPORTING CENTRES

Hate Incident Reporting Centres in Leeds are safe locations where victims of a hate incident can make a report. You are in control. You choose how you want us to handle the information.

How to report:



By phone:

West Yorkshire Police	101
In an Emergency	999
Stop Hate --24 hour help line	0800 138 1625

Text relay for deaf or hearing impaired: Dial 18001

before any number above.



By text: 07717 989025



Online: www.stophateuk.org/tell

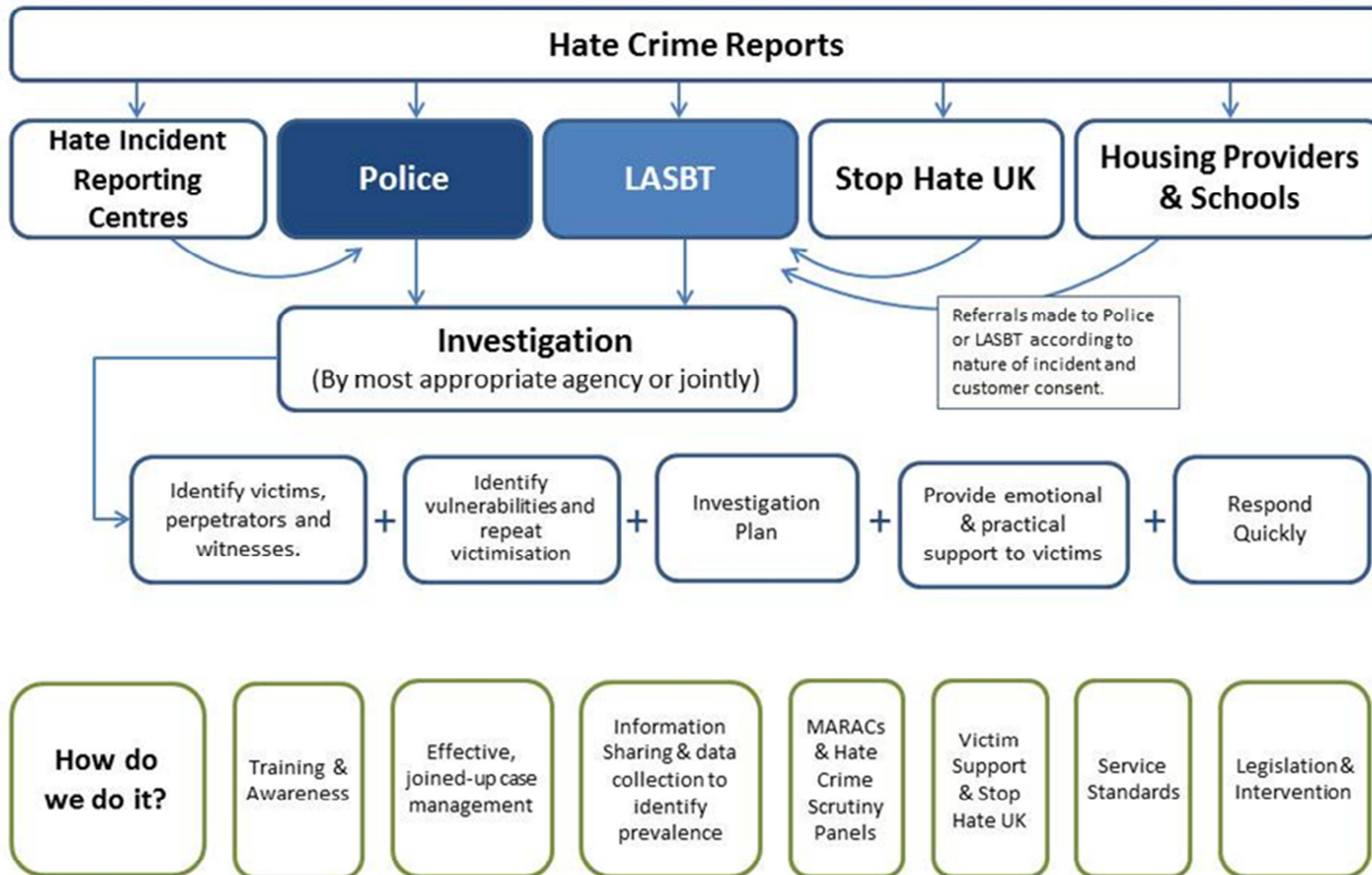


By email: LASBT@leeds.gov.uk
talk@stophateuk.org

In person:

You can visit any Hate Incident Reporting Centre. Visit LCC website for an updated list of centres:
<http://www.leeds.gov.uk/residents/Pages/Hate-crime.aspx>

Integrated Hate Crime Process



Appendix D: Hate Crime Analysis Assessment Criteria

The below categorisation criteria have been used in the compilation of this report to analyse incident report data from multiple sources.

Type	Impromptu	Deliberate	Organised
Verbal Abuse (isolated)	Isolated shouted verbal abuse by strangers in street; individuals/ groups linked to more general nuisance use hate language or motivation	Offenders repeatedly shouting abuse at number of individuals in close time/ area	Abuse associated with organised activity (e.g. rally or march)
Intimidation Harassment Repeated Abuse Graffiti (public)	Racist/ political language/ tags alongside other general graffiti	Repeated verbal abuse (often same perpetrators); harassment offences; specific graffiti (not linked to other tags etc.) in public areas	Multiple victims of deliberate offences in localised area
Damage to private/ commercial property (incl targeted graffiti on houses, shops etc.)	Thrown stones; opportunistic "weapons" used; Not necessarily obvious "hate" related aspects, but victim feels targeted	Domestic premises graffiti; religious/ community premises targeted; specific individuals named; repeat victims of offences	Multiple victims of deliberate offences in localised area
Other criminal actions (theft, burglary etc.)	No obvious "hate" related aspects, but victim feels targeted due to factor; low level repeat victimisation	Obvious hate related factors in offence (e.g. language used, graffiti at location); repeat victims of offences	Repeated patterns of offending targeting group; Multiple victims of deliberate offences in localised area
Physical Violence	Isolated physical violence by strangers; use of hate language or motive	Hate related language or motive occurs at initiation of violence	Offenders travel to specifically commit violence; Multiple victims of deliberate offences in localised area

Appendix E

Partners involved in delivery of hate crime strategy:

- Responsible: West Yorkshire Police (WYP), Leeds Anti-social Behaviour Team (LASBT), Safer Leeds, Multi-Agency Risk Assessment Conferences: (Area Safety Co-ordinators; WYP Hate Crime Co-ordinators; Housing Leeds; Leeds ASB Team; Victim Support; Stop Hate UK; support providers); Leeds City Council's Customer Services, Housing Leeds, Victim Support, Adult Social Care, Children & Young People Social Care; Stop Hate UK and Hate Incident Reporting Centres
<http://www.leeds.gov.uk/residents/Pages/Hate-crime.aspx>
- Accountable: Head of Service, Leeds Anti-Social Behaviour Team
- Consulted: Service Users, Community groups, third sector, Stop Hate UK, Adult Safeguarding Board; Children Young People Social Care, Multi-Agency Risk Assessment Conferences; housing associations
- Informed: Safer Leeds Executive
Membership includes Leeds City Council Director of Environment & Neighbourhoods; Executive Member & Chair of the Board; Head of Targeted Services, Children's Services; West Yorkshire Police District Commander; Leeds Primary Care Trust; West Yorkshire Probation Service; Re-New; West Yorkshire Fire & Rescue Service; Community Safety, Superintendent; HMP Leeds
- Supported: Customer Involvement groups; Stop Hate UK; The CST; Faith Matters; MESMAC; Children Young People Social Care; Adult Social Care; CYPSC Equality & Diversity Board;

References:

Police and Crime Plan 2013-2018. West Yorkshire Police Crime Commissioner http://www.westyorkshire.police.uk/sites/default/files/files/press-office/hq/pcc_crime_plan_13_18.pdf

Challenge it, Report it, Stop it, Governments Plan to tackle Hate Crime (March 2012) London: Home Office. *'Challenge it, Report it, Sort it, Governments Plan'to tackle Hate Crime, March 2012* https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/97849/action-plan.pdf

Vision for Leeds 2030 Leeds City Council <http://www.leeds.gov.uk/docs/Vision%20for%20Leeds%202011%20-%202030.pdf>

Joint Strategic Needs Assessments 2012 , West Yorkshire Observatory

<http://www.westyorkshireobservatory.org/explorer/resources/>

Living in a Different World: Joint Review of Disability Hate Crime 2013 <http://www.hmic.gov.uk/media/a-joint-review-of-disability-hate-crime-living-in-a-different-world-20130321.pdf>

Out in the Open Manifesto For Change http://www.equalityhumanrights.com/uploaded_files/disabilityfi/out_in_the_open_dhi_manifesto.pdf

Evaluation of Leeds Challenges Hate Crime Event 3rd Dec

We asked attendees to answer a number of questions to enable us to evaluate the effectiveness of the event. Out of 72 people that attended we had 41 who completed an evaluation form. The results are as follows

1. The event met my expectations.

97% said that the event had met their expectations.

2. I now understand what Hate Crime is

96% said that they now understood what Hate Crime was.

3. I would feel confident in reporting an incident of Hate Crime

95% said they would feel confident in reporting an incident of Hate Crime.

4. I know where to go to report Hate Crime

93% said they would now know where to go in order to report a Hate Crime

5. The speakers were informative.

98% said the speakers were informative on the subject.

6. How do you rate the event overall?

Over half of the attendees told us that the event was excellent.

Additional Comments for consideration from feedback forms were

- Overall very informative and well run event.
- Very informative & enlightening. Had very little expectations of the event.
- I think all the speakers especially Rikki & Simon were fantastic and gave a real personal insight to the impact of Hate Crime
- Great event for the city which really helped to raise the profile of the challenge.
- Enjoyable event with very interesting speakers.
- Very worthwhile thanks
- Well presented. The questions were good & well answered. Rikki Arundale was excellent-well explained
- It has helped me to understand my grandson who is transgender

Next Steps:

In 2014 we are continuing to challenge hate crime in Leeds by mystery shopping our hate crime reporting centres (including housing offices), carrying out training and working closely with the Police, LASBT and Stop Hate UK.

Suggested that in order to increase tenant representation at event to think about holding smaller scale sessions in the community to raise awareness of hate crime.

We are in process of training all housing offices in West, North West by mid-February. We are also looking at holding a training event for tenants in March.

For any further information please contact: Rukhsana Mahmood (Cohesion & Diversity Project Officer)