Title: Hate Incidents and Hate Crime

Report of the Director of Public Health

Open Report For Information

Wards Affected: All Key Decision: No

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Summary

This report is a scoping report outlining the work in respect of hate crime and hate incidents in Barking and Dagenham.

It has been acknowledged that the area of hate is one which has seen reduced Council resources over several years. The increase of London Crime Prevention Funding for Barking and Dagenham has provided the opportunity us to re-invest in this area and link the work to tackle hate with that already underway around community cohesion.

London Crime Prevention Funding (LCRF) comes via the Mayor’s Office for Policing and Crime (MOPAC) and our proposals regarding this fund are currently with MOPAC for decision.

In terms of tackling hate incidents and hate crime it is being proposed to MOPAC that LCRF is used to fund a combination of:

- Support for high risk victims
- Commissioning national expertise in terms of reporting systems
- Obtaining a better understanding of our local issues
- Supporting local community and voluntary sector organisations to provide local resilience.

If agreed by MOPAC this programme of work will commence in April 2017.

Recommendation(s)

The Select Committee is asked to:

(i) Note the work on hate crime in the borough; and

(ii) Decide whether any area related to hate incidents and hate crime require further scrutiny.
1. Background and Introduction

1.1 Hate crimes are incidents where the victim or any other person believes that they have been targeted because of their perceived race, religion, sexual orientation, disability, gender or age. Often the result is that victims of hate can be left feeling isolated, vulnerable and afraid.

1.2 A victim of a hate crime does not have to be a member of a minority community or someone generally considered vulnerable. Anyone can become a victim, and everybody is equally protected.

1.3 The government’s definitions are as follows:

**Hate incident:** Any incident, which may or may not constitute a criminal offence, which is perceived by the victim, or any other person, as being motivated by prejudice or hate.

**Hate crime:** Any hate incident, which constitutes a criminal offence, perceived by the victim or any other person, as being motivated by prejudice or hate.

1.4 Hate can include any type of threatening behaviour. The victim does not have to be physically attacked or injured to be a victim of a hate crime. It also includes the use of threatening and abusive language. Incidents may also involve indirect action directed to affect the victim. For example, damage to property and graffiti.

1.5 The Association of Chief Police Officers and the Crown Prosecution Service (CPS) have agreed a common definition of hate crime which is: "Any criminal offence which is perceived by the victim or any other person, to be motivated by hostility or prejudice based on a person’s race or perceived race; religion or perceived religion; sexual orientation or perceived sexual orientation; disability or perceived disability and any crime motivated by hostility or prejudice against a person who is transgender or perceived to be transgender."

1.6 The CPS definition does not include incidents motivated by gender (other than transgender) or age. The Council accepts hate incident reports from these groups.

2. Hate Crime and Hate Incident Reporting Data

2.1 Figures 1 - 3 below show the weekly and monthly figures for Hate Crimes which have been reported in the borough. These figures represent the data between 4 January 2016 to 13 November 2016 and represent those crimes reported to the police only.
2.2 There are increases in Hate Crime which have occurred in March/April and the end of June- August. The two spikes which have occurred June/July and July/August are in line with the trends across the country following the EU referendum. The increase seen in March, although within the variance of the data, appears to be due to an increase in Islamophobic and Faith Related Hate Crime in this month. There were 6 instances of faith based hate crime and 5 instances of Islamophobic, far higher than the average 1.36 and 1.09 per month respectively.

2.3 Since June 2016, there have been decreases in hate crime offences relating to Islamophobia and faith based hate crime. Hate incidents which have involved race saw highs in June, July and August (25, 30 and 44 incidents respectively) but since then have dropped to below the average of 25 for the months of September and October (20 and 19 respectively).
2.4 Below is data relating to hate incident reports to the Council over the same period (4 January 2016 to 13 November 2016).

Reports by category of hate incident:

![Category of Hate Incident Graph]

Reports by month:

![Month Graph]

3. Existing Reporting and Support Mechanisms

3.1 Members of the public can report hate crime and incidents to:
- The police- at any police station, by calling 101, on-line or by calling 999 in an emergency.
- The Council - by telephone, on-line or at any Council building
• By making a 3rd party report at either the Citizen’s Advice Bureau or through the Refugee and Migrant Forum of Essex and London (RAMFEL)

3.2 The Council commissions a Hate Crime Advocacy Service which is delivered by the Citizen’s Advice Bureau. This service supports people who have experienced hate and provides them with advocacy and emotional and practical support.

3.3 The Council runs a Hate Incident Panel (the HIP Panel) which is chaired by Victim Support. This panel is a multi-agency panel consisting of the police (the Community Safety Unit who investigate all allegations of domestic abuse and hate crime), the Hate Crime Advocacy Service, Victim Support and various Council teams including Housing and Antisocial Behaviour. The aim of the panel is to discuss cases which require input from a range of agencies to safety plan around victims and take effective action against perpetrators.

3.4 The Community Safety Partnership has a strategic Group which is called the Hate and Hostility Prevention Sub Group. This group is currently developing a strategy around preventing hate and hostility which is due for completion by April 2017.

3. London Crime Prevention Fund

3.1 It is widely agreed that Hate Crime is extremely under reported. We are currently looking at funding various programmes with the aim of increasing the reporting of hate crime and incidents improving the resilience of our community to respond to hate. This funding is proposed to come from the London Crime Prevention Fund.

3.2 The London Crime Prevention Fund (LCPF) is a four-year fund with a value of over £70 million to enable local areas to prevent crime, reduce reoffending and support safer communities.

3.3 The details of a new approach to the LCPF were received in November 2016. The LCPF budget will continue at the same level for four years (2017/18 - 2020/21) and the Council will not face decreases to current funding allocations in the first year of the fund.

3.4 To support a gradual changeover to the redistribution of the direct borough funding per need and demand, an uplift has been provided in the first year of the fund to those London boroughs which were previously allocated less than their share of the LCPF budget.

3.5 Barking and Dagenham has received an uplift of £241k, amounting to a total of £644k for 2017/18. In year two, the LCPF budget is allocated between direct borough funding (70%) and funding for co-commissioned services (30%).

3.6 This funding must be spent on addressing the priorities identified in the proposed London Police & Crime Plan 2017-2021. The five priorities are:

- Neighbourhood Policing
- Children and Young People
- Violence Against Women and Girls
- Hate Crime and Extremism
- Wider Criminal Justice
3.7 Each priority also has several objectives. In terms of hate crime and extremism the proposed aims are to support community based work to counter extremist ideology and drive down hate crime. Examples of activities covered by this priority area are services addressing hate crime and extremism.

3.8 All boroughs received details of their allocations at the end of November 2016 and had to advise MOPAC by the 23 December 2016 what they intended to use this funding for. A breakdown of the proposals relating to this funding is attached as appendix 1.

3.9 In 2018/19 all boroughs will have 30% of their funding allocation top sliced to make up a ‘Co-commissioning Pot’. This is money which boroughs can bid for to deliver projects which span across borough boundaries or are delivered in partnership. Many of the projects which are being proposed in relation to tackling hate crime and extremism in 2017/18 could be co-commissioned in 2018/19 which may also provide cost savings due to economies of scale.

4. Improving Reporting and Support for Victims

4.1 Proposals have been sent to MOPAC relating to the LCPF spend for 2017/19 and these include:

- The commissioning of Stop Hate Crime UK to provide an enhanced hate incident and hate crime reporting system
- The setting up and support of Hate Crime Referral Centres
- The commissioning of an officer focused on supporting high risk victims of crime
- Commissioning a research project into the causes of extremism and hate and providing the Community Coordinator with a fund to support community and voluntary sector groups already working in the borough on community cohesion issues (discussed in section 5 ‘Links to Community Cohesion’).

4.2 Stop Hate UK are a national charity who provide a 24-hour helpline to report incidents via phone, online chat, email, by text or post. Any individuals can report whether victim, witness or other 3rd party and can be provided anonymously. Stop Hate UK have also produced a Hate Crime Reporting App for West Yorkshire, which allows for picture, video or audio recording to upload directly, provides details of local resources and information about hate crime and discrimination. In emergencies, this will be linked to the police. GPS plots the location and quarterly reports are provided to monitor the usage of information and statistics. We will explore whether a similar option is possible for the borough.

4.3 Hate Crime Referral Centres are already in place in Redbridge Borough. B&D Hate Crime Referral centres will be those community and voluntary organisations who are already active in responding to messages of hate and intolerance. Examples of possible referral centres include:

- DABD
- Flipside
- Local Faith institutions
- The Vibe
- Surgeries
- Council buildings
4.4 Organisations identified as referral centres will be supported in this role through this funding and training, which would be delivered by Stop Hate Crime UK and other partners from within existing hate crime services. Once in place the Hate Crime Referral Centres will:

- Provide a safe space to report incidents
- Ensure that Stop Hate UK and the police (where requested/necessary) receive all referrals
- Help victims come to terms with what has happened
- Explain and support victims through the process of investigating and prosecuting
- Give advice on how to avoid becoming a victim in the future
- Assist in restorative justice where requested.

4.5 The government’s Hate Crime Action plan promises to ‘assess scope for alternative disposals, including restorative justice, to offer an alternative response to less serious hate crimes’. Restorative justice seeks to empower victims and give them a voice. Giving them an active role in how the offence is dealt with. Restorative justice holds offenders to account for what they have done and encourages them to recognise the harm that they have caused.

4.6 It is proposed that the Hate Crime Referral Centres can be trained in the use of restorative justice and can propose this as a way of holding perpetrators to account. The Council already has several officers trained in delivering mediation and restorative justice and these officers can be used to help deliver this work. It is also proposed that training will be offered to individuals within Hate Crime Referral centres so that they are empowered to resolve some hate incidents at a community level.

4.7 It is also proposed that some of the LCPF funding is used to commission an officer to work with high risk victims. This role would be commissioned and would can work across the partnership with the aim of reducing re-victimisation and reducing risk. This role would support Hate Crime Referral Centres, existing support providers like Victim Support and the Hate Crime Advocacy Service and statutory partners like the Council and the police with the highest risk victims and providing them with intensive support.

4.8 As a national organisation, Stop Hate Crime UK have experience of increasing reporting and awareness of hate in relation to groups not currently reporting hate in Barking and Dagenham. 2 areas where there is anecdotal evidence of under reporting are hate directed at members of the traveller and gypsy communities and the street harassment of women. The commissioning of Stop Hate would allow us to do specific campaigns with these groups to assess the level of the issues that exist and scope work to tackle any issues which are identified.

5. Links to Community Cohesion

5.1 There are clear links between hate and community cohesion. For this reason, it is proposed that a research programme to gain a better understanding of community concerns is commissioned. The aim of this research would be to fully understand the potential drivers in hate crime and extremism locally. This research will include focus groups with residents looking to better understand residents’ perceptions.
about cohesion in their communities, pressures on them and identifying and coordinating interventions to encourage a reduction in hate crime and extremism.

5.2 The Community Coordinator is a funded post for 12 months provided by Office for Counter Extremism. This role seeks to:

- Identify local groups and individuals who are doing important work to build stronger communities or counter extremism.
- Support these individuals and groups and identify what help they require to consolidate and expand their reach,
- Help them submit high quality bids for national funding streams, such as the Hate Crime Action Plan fund and Build a Stronger Britain Together fund.

5.3 It is proposed that the Community Coordinator is provided with some of the LCPF to support community groups and projects which are already providing a counter narrative to extremist views and ideologies. This would also provide sustainability for this work when the funding for the Community Coordinator ceases.

6. Proposal and Issues

6.1 It has been acknowledged that the area of hate is one which has seen reduced resources over several years. The increase of LCRF for Barking and Dagenham has provided the opportunity us to re-invest in this area and link the work to tackle hate with that already underway around community cohesion.

6.2 As can be seen from the funding proposals the funding is being used to fund a combination of support for high risk victims, commissioning national expertise in terms of reporting systems, obtaining a better understanding of our local issues and supporting local community and voluntary sector organisations to provide some local resilience.

6.3 The effectiveness of this programme will be measured by:

- Performance measures set by MOPAC across London (yet to be confirmed)
- Monitor the reporting rates of hate incidents and hate crime to identify if the commissioning of Stop Hate Crime UK has had resulted in increased reporting of hate and/or the reporting by groups not currently reporting hate
- Working with colleagues with responsibility for community cohesion to confirm that the work around tackling hate is having a positive impact on the cohesion agenda.

10. Options Appraisal

10.1 This is an information report and as such it is for the SSCSC to decide whether in 2017/18 it would wish to carry out a scrutiny review of this area.

11. Consultation

11.1 Victim Support, the Citizens Advice Bureau and police have been consulted in regards to this report.

12. Financial Issues

12.1 There are no specific issues.
13. **Legal Issues**  
13.1 There are no significant legal issues.

14. **Corporate Policy and Customer Impact**  
14.1 The Council has a clear vision of ‘One borough; one community; London's growth opportunity’. Effective monitoring and tackling of hate is key to ensuring a borough that is safe but also to ensure that our community is cohesive. The issues relating to the customer impact of hate is imbedded in this report and the report outlines the work being done to tackle this issue.

15. **Safeguarding Children**  
15.1 Responding effectively to hate incident and hate crime has wide ranging implications for safeguarding children. These implications are imbedded throughout all the processes described in this scoping report.

16. **Health Issues**  
16.1 Those who experience hate often express the impact such behaviour has on their mental health and on their health more generally. Health issues are considered throughout work with victims of hate.

17. **Crime and Disorder Issues**  
17.1 The Community Safety Partnership is the local partnership Board with responsibility for addressing crime and disorder issues in the borough. Addressing hate incidents and hate crime are priorities for this Board.

**Public Background Papers Used in the Preparation of the Report:** None

**List of appendices:**

- Appendix 1: Outline of LCPF proposals