

Hate Crime Strategy 2017 – 2021

“The only thing necessary for the triumph of evil, is for good men to do nothing”

(Edmund Burke 1729 - 1797)

Commissioner's Foreword

Hate crime today is much more on people's consciousness. It's increasingly being reported, and I am glad that more people have the confidence to report it, either to the police or to another organisation they trust and who can support them through the experience. The existence of hate crimes are a clear indication that society is not functioning, this dysfunctional mindset exists in small pockets of our society and has the potential to spread if left unchecked

Disappointingly, hate crime is also rising in some areas, and I am deeply concerned about that. Hate crime is unacceptable. It has no place in our society; it doesn't reflect the values of our communities. Accepting individuals irrespective of who they are and how they choose to live their lives is a sign of a mature and inclusive society, one which every human being should strive for. Everyone has a right to live their life free of discrimination and prejudice, to be proud of their identity and not to live in fear.

For those that become victims of a hate crime, the experience can affect the very core of their identity. The same is true for families and even entire communities. Communities are at the foundation of everything we do, and we therefore must work with them to tackle the rise in hate crime by promoting tolerance and inclusivity.

In my Delivery Plan I have made a commitment to facilitate easier reporting of hate crime and ensuring that victims feel confident that they will be taken seriously and something will happen as a result of reporting it.

This hate crime strategy sets out the detailed steps of work that will take place over the next three years to achieve that. It demonstrates my commitment to driving this vital work forward, to support others in their efforts to create vibrant and inclusive communities, and to really make a difference to the communities I serve.

The Purpose:

This strategy supports the Police and Crime Commissioner's priorities within his Police and Crime Plan 2016 – 2021 and its vision for a SAFER policing area *"to ensure that Hampshire, the Isle of Wight, Portsmouth and Southampton are amongst the safest places to live, work and visit, and that people are empowered to realise their life opportunities¹."*

In particular, it reflects the following priorities *"to strengthen partnerships to work together to reduce crime, promote public safety and create vibrant, inclusive communities"* and *"to support victims and those affected by crime and disorder"*.

The purpose of this strategy is to support victims and communities to feel confident and SAFER. To increase public awareness and understanding of hate crime. To put into place mechanisms which help and support victims to come forward without any hesitation to report any experiences that they may have had, to ensure they are aware of and receive the support that they need.

¹ This strategy also supports the government's plan for tackling hate crime "Action against hate: The UK governments plan for tackling hate crime" <https://www.gov.uk/government/publications/hate-crime-action-plan-2016>

Whilst it is important to challenge perpetrators the main aim of this strategy is to educate and not legislate. To challenge the views, attitudes and prejudices of individuals at an early stage in their lives before they become perpetrators.

For professionals and authorities the purpose of this strategy is to ensure they have a true understanding of the level of the issue in our communities and are prepared to work together to find long term sustainable solutions. The current scale of the hate crime issue within Hampshire and the country are set out within **Appendix 1**, which is attached to this strategy.

Encouraging and supporting increased reporting by victims and witnesses will allow agencies to respond much more consistently and target resources much more effectively to challenge and respond to hate crime.



Community Strategy:

This strategy forms part of an overarching and wider Community Strategy being developed and delivered by the Police and Crime Commissioner and his office. The purpose of this broader strategy is to support communities become more resilient and connected with each other. By helping communities become stronger and resilient, it is hoped that more people will be able to identify and support victims of hate to come forward and to feel confident enough to inform perpetrators that their behaviour will not be tolerated in their communities.

Background:

The impact of a hate crime on a victim can be very personal and long lasting. Across the country it is widely acknowledged by criminal justice agencies that hate crime is under reported by victims. Hate crime levels are on the rise across the country and in Hampshire. The latest national figures showed a 29% year on increase in police recorded crimes², across the Hampshire policing area recorded hate crime levels have

² Home Office – Statistical Bulletin 2016/17 (released 17th October 2017)

increased by 42% between 2014/15 – 2016/17³. Following the EU referendum result in June 2016, police recorded hate crime levels were 41% higher (5,468 crimes) in July 2016 compared with the same month in 2015⁴.

Any crime lowers the quality of life for a victim but a hate crime attacks a person's core sense of identity and belonging within society. Hate crime victims have higher levels of depression, stress and anger, and for longer than victims of other types of crime⁵. This can leave an individual, families and even communities feeling detached and isolated from society and potentially make them even more vulnerable to being victimised.

The effects on an individual being targeted because of their personal characteristic should *not* be underestimated. Victims have felt the need to alter their lifestyles⁶, appearance and movements. In some cases victims have removed themselves from society completely, leave their homes or even harmed themselves, in extreme cases it can even lead victims to commit suicide (**Fiona Pilkington** – October 2007) or be murdered by perpetrators (as was **Bijan Ebrahimi** – July 2013).

Hate crimes and incidents are fuelled by a number of factors which cannot be considered in isolation. A perpetrator's lack of exposure to diverse populations and lack of education and understanding about individuals with distinctive/differing personal characteristics is a key factor in hate crimes. Changes in the local population demographic due to increased economic migration, asylum seekers and refugees can lead to feelings of resentment due to growing demand and pressure on public services and competition for employment. Political change, national and international events such as the EU referendum 2016, attacks on specific diverse groups (Orlando nightclub LGBT attack 2016) and terror attacks can all lead to increased hate crime as those who harbour ill feeling towards anyone they perceive to be different are encouraged to either voice their opinions or, at worst, commit physical attacks against them. Very often hate crimes are not reported to the police, meaning victims don't receive the support they need and offenders are not caught and are able to continue with their behaviour unchecked.

Working in partnership:

Hate crime can only be prevented, challenged and tackled if partners work together. Challenging and overcoming hate crime is the responsibility of every organisation, it is not a bolt on to their core services. Partners need to work together to prevent hate crimes from occurring and to protect / support victims.

The Hate Crime Working Group was set up in 2015 by the Police and Crime Commissioner to bring together strategic partners both within the Criminal Justice System and wider field, to work together to tackle hate crime. At present there are

³ Business Objects Report "Hate Crime, Incidents and Outcomes" taken 04/08/17: Increase from 1582 to 2253 – these are figures where there is more than one hate motivating factor e.g. race and religion / faith

⁴ Home Office data Hub and statistical bulletin

⁵ Home Office, Office for National Statistics and Ministry of Justice, An Overview of Hate Crime for England & Wales (2013)

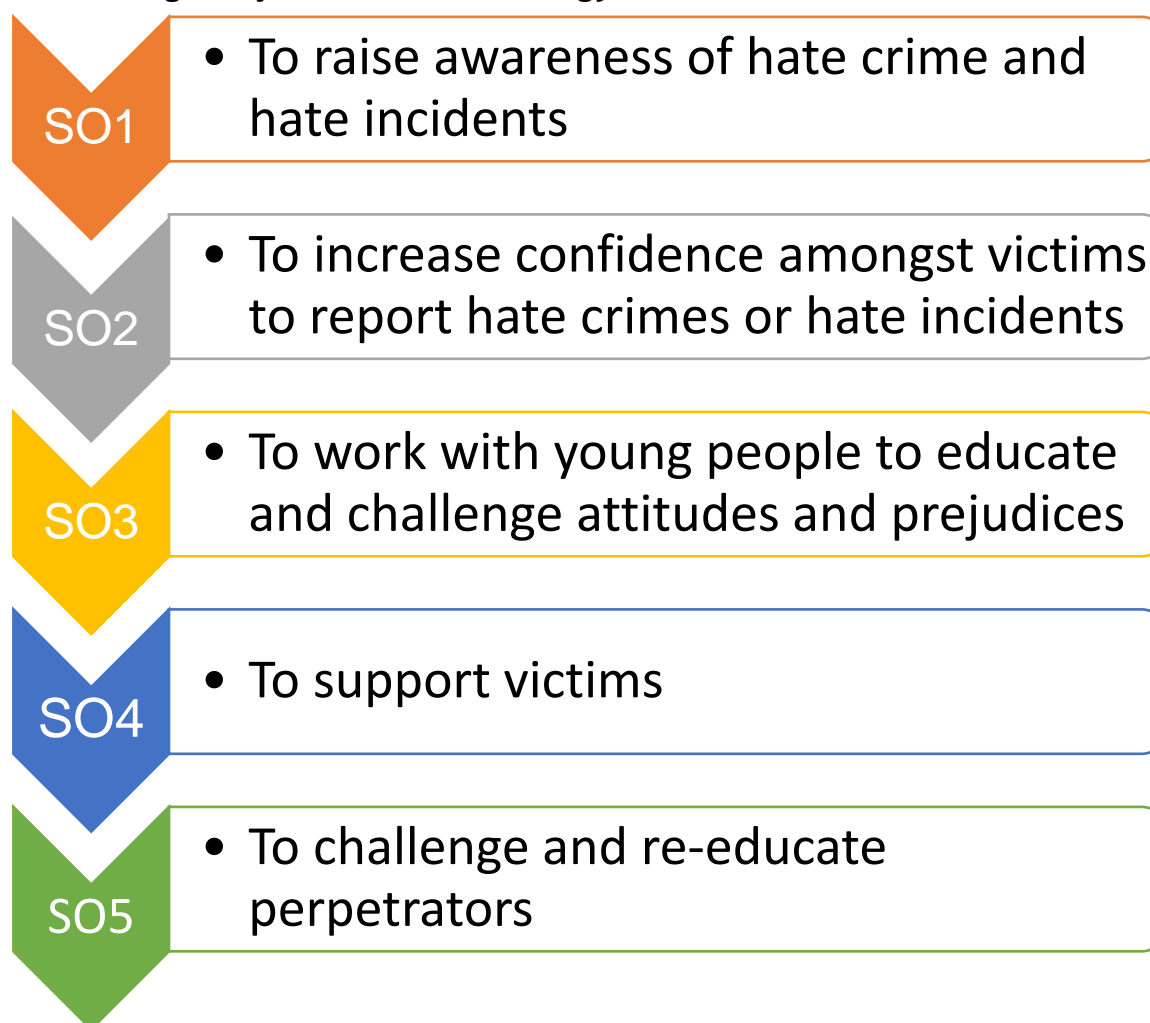
⁶ Outside Looking In: The Community Impacts of Anti-Lesbian Gay and Bisexual Hate Crime James G Bell & Barbara Perry

nearly 20 different organizations who are members of the working group. The strategic objectives of this strategy and the four current work streams⁷ of the working group are closely aligned. The working group will help support the monitoring and delivery of this strategy, challenging when necessary.

Work will continue to expand the Hate Crime Working Group and increase its influence on the problem.

As part of this process, the Police and Crime Commissioner will use his extensive local contacts to work in partnership with local community organisations to promote awareness of hate crime and to eliminate its causes. Often networking between different local groups and organisations can develop outreach and greater community cohesion, than strategic level interventions. The development of the network of third party reporting centres across the counties will provide an opportunity to highlight the issue of hate crime on the national level.

The strategic objectives of this strategy are:



⁷ The four work stream areas are Prevention & Training, Victims & Perpetrators, Reporting and Communications & Engagement

What is a hate crime / hate incident?

For the purposes of this strategy, hate crime is defined as⁸:

“any criminal offence which is perceived by the victim or any other person, to be motivated by hostility or prejudice based on a personal characteristic, specifically actual or perceived race, religion/faith, sexual orientation, disability and transgender identity”

and a hate crime incident is defined as⁹:

“any non-crime incident which is perceived, by the victim or any other person, to be motivated by a hostility or prejudice based on a personal characteristic, specifically actual or perceived race, religion/faith, sexual orientation, disability and transgender identity”

The five personal characteristics currently under which a person can be prosecuted in a court in England and Wales are:

- Race or ethnicity
- Religion or beliefs (this includes places of worship)
- Sexual orientation
- Disability (this includes individuals with learning disabilities and / or mental and emotional distress)
- (Trans) Gender identity.

A hate crime or hate incident can take many forms including:

- **Physical abuse**
- **Threats**
- **Verbal abuse**
- **Sexual abuse**
- **Written/printed abuse**

⁸ This common definition was agreed by all agencies which make up the Criminal Justice System in 2007

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- **Indirect attacks**
- **Harassment**
- **Exclusion or isolation**

Online Hate:

The explosion in the use of social media over the last ten years has enabled more people to easily communicate with one another and has brought together a larger number of people online with similar thoughts. However social media has also provided perpetrators with a platform and a veil of anonymity to both provoke and commit hate crimes.

Online hate perpetrators can reach more people and can negatively impact the lives of a much greater number of people. Victims can live in fear that online behaviour can materialise in the real world. Perpetrators can hide in cyber space making it difficult to identify them and bring them to justice. Nationally police responses to online hate crime (as well as all forms of online crime) has in general been inconsistent.

Strategic objectives¹⁰



- **To raise awareness of hate crime / incidents**

Unlike theft or assault most people are unaware of what a hate crime is and some people may not recognise when they have even been a victim of such a crime. Hate crimes are under reported across the country, in Hampshire the number of reported hate crimes has been steadily rising over the last three years¹¹ but it is still recognised that this is not an accurate reflection of the true level of hate crimes being committed. Raising awareness may help reassure victims and witnesses that if they report a hate crime, where possible, action will be taken.

What will we do:

In order to raise awareness amongst the population of Hampshire, the Isle of Wight, Portsmouth and Southampton regarding hate crime / incidents, the Police and Crime Commissioner and his office **will:**

- **Develop and run targeted hate crime awareness campaigns**
- **Launch and promote Third Party Reporting Centres across the policing areas**

¹⁰ 2016 will be used as a baseline against which the outcomes of this strategy will be measured against in the delivery plan.

¹¹ Between 2014/15 – 2016/17, recorded Hate Crime increased by 43% within the Hampshire Constabulary policing area – Source Business Objects data

- Promote and support Hampshire Constabulary's hate crime booklet and app¹²
- Increase the availability of information available to victims, the public and partners about hate crime
- Raise awareness amongst public and community sector staff
- Link in with academic research and information (such as the International Network for Hate Crime Studies)

How:

- By developing a (sustainable) raising awareness campaign which will highlight hate crime throughout the year and during key events, such as Hate Crime Awareness Week or in response to high-profile incidents
- By creating web pages on the Commissioner's website dedicated to hate crime
- By making available data on the PCC's webpage regarding hate crime levels within the Hampshire Policing Area
- By sharing information and data through the Hate Crime Working Group with partners
- By promoting the work of the Hate Crime Working Group to partners and the public to increase awareness
- By organising and supporting training days to increase and spread knowledge amongst staff and public / community sector professionals
- By joining the International Network for Hate Crime Studies and promote / distribute their reports
- By promoting and supporting Hampshire Constabulary's hate crime ambassadors (when they are launched)

Outcomes:

- Increased reporting either directly to the police or through third party reporting centres
- Increased media coverage
- Increased awareness amongst public and staff
- Increased sharing of information and data amongst partners



- To increase confidence amongst victims to report hate crimes or hate incidents

Hate crimes are under reported by victims, and there are certain communities which are less likely to report crimes to the police or authorities (members of the Gypsy and Traveller community, new migrants, asylum and refugee communities, transgender and

¹² A pocket sized booklet providing victims and professionals with information and advice regarding hate crime, see Appendix One for further details

disabled community¹³). A number of reasons have been put forward as to why victims choose not to report crimes, these include a lack of confidence that they will be taken seriously by authorities (the police), failing to recognise they have been a victim of a crime or a lack of knowledge about how or to who such reports are to be made too. Boosting the confidence of victims to report and addressing the under reporting of these crimes is a priority

What will we do:

In order to increase confidence amongst victims to report hate crimes / incidents the Police and Crime Commissioner and his office will work with partners **to:**

- Increase the number of independent third party reporting centres
- Increase the number of hate crime reports especially amongst the under-reported strands: disability and gender identity
- Work with victims to understand what the barriers are to reporting and seek to overcome these
- Provide victims with alternative and convenient platforms and mechanisms of reporting (e.g. True Vision website)
- Work with diverse communities to increase reporting

How:

- By running campaigns targeted at diverse communities
- By raising awareness of uplifts in sentences and conviction rates
- By promoting prosecutions of hate crime
- By investigating easily accessible means to report hate crime
- By actively promoting hate crime ambassadors in diverse communities
- By setting up a network of linked third party reporting centres under a single umbrella and promoting them

Outcomes:

- Increased reporting either directly to the police or through third party reporting centres
- Increased number of third party reporting centres across Hampshire and the Isle of Wight



- To work with young people to educate and challenge attitudes and prejudices

¹³ Challenge it, Report it, Stop it. The Government's Plan to Tackle Hate Crime (2012).
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/97849/action-plan.pdf

Educating young people at an early age is key to challenging long-term hate crime by exposing them in a positive way to different personal characteristics, and demonstrating the negative consequences and impact that hate crimes have on the lives of both victims and perpetrators. Young people are more receptive to changing their attitudes and views at this stage in their lives rather than later on when those views and attitudes have become engrained and more difficult to change. As society becomes more diverse, young people need to be provided with the tools and knowledge to help them confidently challenge such behaviour, attitudes and prejudices which either they may face or come across in their future lives.

What will we do:

In order to educate young people and challenge attitudes and prejudices amongst young people the Police and Crime Commissioner and his office **will:**

- Work with schools, parents and young people to challenge discrimination
- Raise awareness of hate crime amongst young people (through campaigns and attendance at events)
- Make hate crime reporting easy and accessible
- Ascertain current level of understanding of hate crime amongst young people
- Seek to understand and address barriers to reporting

How:

- By supporting the delivery of the Heartstone Odyssey Project in 40 schools across the Hampshire policing area
- By running focus groups and surveys with young people to ascertain their current level of understanding
- By working with and supporting Youth Commission campaigns to raise awareness
- By providing young people with alternative and convenient platforms and mechanisms for reporting.
- Review Hampshire Constabulary's "Stay Safe" Education pack hate crime content to ensure it is fit for purpose
- By producing hate crime literature in young person friendly format
- By attending college and university events such as fresher's fairs
- By commissioning work to understand barriers to reporting for young people and how these can be overcome
- By promoting youth led initiatives to raise awareness such as the Y Services (TPRC) bus and Unity 101 radio play about hate

Outcomes:

- Increased reporting either directly to the police or through third party reporting centres
- Increased awareness of hate crime amongst young people (Heartstone Project)
- Increase in alternative reporting mechanisms

- Increased amount of hate crime literature in a young person friendly format

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• To support victims

Victims need to feel confident that if they report a hate crime to the police they will be taken seriously and something will happen. Victims need to be supported initially to have the confidence to come forward and report and then to be supported through the criminal justice process, in particular repeat victims. The police have an important role in supporting victims.

What will we do:

In order to support victims the Police and Crime Commissioner and his office **will**:

- Raise awareness of the Victim Care Service and hate crime advocates
- Raise awareness of hate crime amongst under reported strands (disability and gender identity)
- Sign post victims to support organisations
- Learn from victim experiences
- Promote restorative justice to victims

How:

- By promoting the Victim Care Service
- By ensuring Police Officers signpost victims to the Victim Care Service
- By running campaigns targeting specifically under reported strands
- By highlighting and promoting support services on the Commissioner's website
- By running focus groups with victims to ascertain their experiences and identify improvements
- By raising awareness of uplifts in sentences and conviction rates
- By linking up with the RJ co-ordinator within the Commissioner's office to promote RJ specifically to hate crime victims and ensure hate crime features in RJ publications

Outcomes:

- Increased number of hate victims being supported by hate crime advocates
- Increased number of victims being referred to and taking up the Victim Care Service
- Increase number of hate crime reports from under represented strands (disability and gender identity)
- Increased victim satisfaction
- Reduction in repeat victimisation

• To challenge and re-educate perpetrators

Victims of any crime are rightly the focus of criminal justice and support services, however without checking the behaviour of perpetrators the cycle of offending can often continue and be replicated by generations to follow. Perpetrators need to be challenged about their underlying behaviour, attitudes and stereotypes. Whilst service provision exists to support victims very little is available to perpetrators to help them address their behaviour and challenge their views.

What will we do:

In order to challenge and re-educate perpetrators the Police and Crime Commissioner and his office **will**:

- Challenge the behaviour of perpetrators
- Understand where perpetrators views and attitudes come from
- Promote restorative justice to perpetrators
- Scrutinise the outcomes of hate crime investigations

How:

- By commissioning work to understand perpetrators views
- By working with academia to research perpetrator rehabilitation programmes (with a view to explore commissioning these in the future)
- By offering restorative justice to perpetrators (subject to victims approval)
- By promoting uplifts in sentences and conviction rates

Outcomes:

- Increased victim satisfaction
- Reduction in repeat victimisation
- Increased remorse and understanding by perpetrators of the impact of their actions

Performance Measures:

The following performance indicators will be used to monitor the delivery and success of the strategy. A performance dashboard will be created through the use of Tableau¹⁴ to demonstrate performance against these key indicators.

- An increase in the number of reported hate crimes (including through third party reporting centres)
- An increase in the number of third party reporting centres across the Hampshire Policing area

¹⁴ Only where data is available

- An increase in the number of disability and gender identity reported hate crimes
- A decrease in the number of repeat victims
- An increase in the number of victims being referred to and making use of the Victim Care Service
- An increase in victim satisfaction
- An increase in the number of young people reporting hate crimes
- An increase in the use of Restorative Justice for hate crimes
- An increase in awareness of hate crimes (monitored through the number of campaigns run, use of materials and engagement with communities through focus groups)
- An increase in uplift in sentences and conviction rates

Governance:

The Hate Crime Working Group will be the primary mechanism through which this strategy and its deliverables will be governed and monitored. Updates against a delivery plan will be provided to the group every six months, regarding actions which sit beneath the five strategic objectives. The Hate Crime Working Group forum will also allow effective cross partner delivery of the strategy through engagement and collaborative working.

In addition, an annual report on progress against the strategic objectives will be forwarded to the Commissioner's Community Alliance meeting where performance against the delivery plan will be monitored and scrutinized by the Commissioner.