

Overview & Scrutiny Committee



SCRUTINY PANEL 1

**Hate Crime**

**March 2012**



**NORTHAMPTON**  
BOROUGH COUNCIL

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## Foreword

The objective of this Scrutiny Panel was to ensure that the approach to dealing with hate crime is embedded and responded to within Northampton Borough Council (NBC).

The Scrutiny Panel was made up from members of the Overview and Scrutiny Committee: myself, Councillors Tony Ansell, Beverley-Anne Mennell and Danielle Stone together with another non-Executive Councillor Dennis Meredith.

The Review took place between July 2011 and February 2012.

It was a very interesting and informative Review; with clear evidence received. I thank all those who gave up their time to attend a meeting of the Scrutiny Panel to provide this information and all those who provided comprehensive written evidence.

The Scrutiny Panel held interviews with the Portfolio Holder, Senior Staff at Northampton Borough Council and external expert witnesses. Desktop research was carried out by Tracy Tiff, Scrutiny Officer.

The result is a piece of work, which recommends to Cabinet a number of improvements to the reporting of hate crime mechanisms. I would highlight that the Scrutiny Panel found the Awareness Training both useful and information and is keen to see this rolled out further across the Council.

I would like to thank everyone who took part in this piece of work.



**Councillor Brendan Glynane**  
Chair, Scrutiny Panel 1 – Hate Crime

## **Acknowledgements to all those who took part in the Review: -**

- Councillors Tony Ansell, Beverley-Anne Mennell, Danielle Stone and Dennis Meredith who sat with me on this Review
- Bill Edward, Neighbourhoods, Licensing and Support Team Leader and Debbie Ferguson, Community Safety Manager for their support to this Review Helen Pritchett, Northants Police, Rose Simkins, Chief Executive, StopHate, Anjona Roy, Chief Executive, Northamptonshire Rights and Equalities Council (NREC), Mencap – East Region, Christine Thompson, Victim Support and Zahira Case, Pearls of Peace, for providing evidence to inform the Review
- Councillor David Mackintosh, Leader of the Council, for providing a response to the Panel's core questions to inform the Review
- Steve Elsey, Head of Public Protection and Lindsey Ambrose, Engagement and Equalities Officer for providing a response to the core questions
- The Northampton Youth Forum for providing details on its campaign around Stamp out Hate Crime
- Northampton Disabled People's Forum, Northampton Diverse Communities Equalities Forum and the Travellers' Liaison Group for allowing the Chair of the Panel to attend a meeting of theirs and receive evidence
- Ruth Austen, Environmental Services Team Leader, Darren Berwick, Housing Services Team Leader, Kerrie Chennell, Senior Housing Officer and Ian Tyrer, Council Tax Manager, Northampton Borough Council, for attending a meeting of the Panel and providing feedback on the Council's awareness raising training session in respect of the reporting of Hate Crime.
- A sample of victims who came forward to the Panel providing details of their experiences

## **EXECUTIVE SUMMARY**

The purpose of the Review was to ensure that the approach to dealing with hate crime is embedded and responded to within Northampton Borough Council (NBC).

The Leader of the Council addressed the Overview and Scrutiny Work Programming event for 2011/2012 and informed non-Executives of the Council's priorities and challenges for the forthcoming year. Scrutiny of the Council's reporting mechanisms in respect of hate crime was identified as a key priority. This issue was therefore included within the Overview and Scrutiny Work Programme 2011/2012.

Additionally, the Chair of the Overview and Scrutiny Committee asked for public suggestions for future Scrutiny Reviews and a suggestion was put forward for a Scrutiny Review regarding reporting mechanisms for hate crime.

Following approval of the Overview and Scrutiny Work Programme 2011/2012, it was agreed that an in-depth Review would commence in July 2011 and conclude early in February 2012.

A Scrutiny Panel was established comprising Councillor Brendan Glynane (Chair); Councillors Tony Ansell, Beverley Anne Mennell, Dennis Meredith and Danielle Stone.

The Review commenced in July 2011 and concluded its findings in February 2012.

Reporting of hate crime links to the Council's Corporate Priorities – CP4 - Helping to develop a place where people feel safe

### **CONCLUSIONS AND KEY FINDINGS**

A significant amount of evidence was heard, details of which are contained in the report. After gathering evidence the Scrutiny Panel established that: -

- 5.1.1 In recent months reports to Northampton Borough Council (NBC) have increased following training and awareness raising.
- 5.1.2 Northampton Borough Council has introduced staff training on the reporting of hate crime. There is also an e-learning course in relation to Hate Crime/Incidents on the NBC learning zone. It was recognised that other Agencies may not have such a policy. The evidence collated suggested that there is a further need for specific training such as Keep Safe Places and the issuing of keep safe cards for people with learning disability. It was noted that this had already been undertaken by the Council's One stop shop staff and housing services, which had been commended by Mencap – East Region.
- 5.1.3 In relation to the compared reporting of crime statistics between the Northampton Central area and the Northampton North area, the central area had the highest reported hate crime rate due to the night time economy. The Scrutiny Panel felt that there was a need for more rigorous handling of information.

- 5.1.4 The Scrutiny Panel felt that positive steps had been taken at the Council regarding the reporting of hate crime but it was aware that there was still a lot of work to be done.
- 5.1.5 It was acknowledged that individuals must be made aware of hate crime and the reporting mechanisms and that it is taken seriously by Agencies.
- 5.1.6 The evidence gathered suggested that any reporting system needs to be strategically positioned in a geographical location that people would actually use.
- 5.1.7 It was realised that actual reporting levels are low but this is consistent across the country.
- 5.1.8 The Scrutiny Panel recognised that dedicated centres for the reporting of hate crime are often costly.
- 5.1.9 It was acknowledged that not all incidents of hate crime the responsibility of Northampton Borough Council. There is a need for substantial liaison between partner Agencies and a multi Agency approach. The Scrutiny Panel highlighted that there is already integration with the Police Service; work is ongoing with the Probation Service. The Scrutiny Panel felt that it would be useful to involve the NHS although that may be difficult as it has its own priorities. It is necessary to involve other Agencies in resolving issues therefore they should also be involved in helping to gather the data.
- 5.1.10 The evidence gathered highlighted that reporting alone will not change things; there needs to be a cultural change.
- 5.1.11 The Scrutiny Panel supported the Council's Awareness Raising Training on the reporting of hate crime and felt that this training should be an integral part of the Councillor Induction Programme; with updated training at regular intervals.
- 5.1.12 The Scrutiny Panel agreed that it could be possible to use the Neighbourhood Management Process to take information on reporting systems to community groups.
- 5.1.13 The Scrutiny Panel highlighted that reporting is important, but it is also necessary to have an understanding of what the information is being used for. If the reporting process is in place then it is also important that it is documented when service areas have nothing to report. This helps to build a complete picture and ensures that there are no gaps simply by default.
- 5.1.14 Support was given to the Northampton Youth Forum's Campaign – Stamp out Hate Crime.
- 5.1.15 The Scrutiny Panel acknowledged that it is important to consider the language used in publicity to ensure that it is open and clear.
- 5.1.16 The Scrutiny Panel recognised that value of the Northamptonshire Race Equality Council (NREC)'s Housing Hate Crime Toolkit and provided a copy to Housing Services and the Portfolio Holder for Housing, NBC.

- 5.1.17 A key aspect to under reporting is that in many cases the victims see these incidents as part of everyday life. They need to be persuaded that reporting an event will actually make a difference.
- 5.1.18 Only some of the incidents will be within the Borough Councils responsibility, therefore there will have to be considerable liaison between partner agencies.
- 5.1.19 There needs to be better explanation of how and why individuals should report incidents. This needs to be promoted through as many avenues as possible.
- 5.1.20 The Scrutiny Panel emphasised the importance of reporting of incidents of hate crime because there needs to be evidence in order to allocate resources.
- 5.1.21 The evidence received highlighted the need to work with local disability groups and services accessed by disabled people to channel information and advice that makes people using those services aware of both the nature and consequences of hate crime and how to report.
- 5.1.22 There is a need for a Councillor to champion the reporting of hate crime,
- 5.1.23 The Scrutiny Panel welcomed that the Keep Safe group would like the opportunity to attend a meeting of the Overview and Scrutiny Committee to inform it the good work it is doing within learning disability. It was acknowledged that there may also be many opportunities where the Key Safe Group could work together with Overview and Scrutiny at Northampton
- 5.1.24 The Scrutiny Panel acknowledged that vulnerable Groups such as Travellers often require consistency and trust.
- 5.1.25 The Scrutiny Panel was concerned by the reports that Travellers had suffered from incidents such as taxi drivers refusing to take women and children back to the site. It was acknowledged that this may be because taxi drivers had previously had problems on the site and would not enter the site, it was further acknowledged that was not necessarily because they were Travellers but there were also other areas of the town where taxi drivers would not take or drop off a fare.
- 5.1.26 Alternative access and information points, in addition to online reporting of hate crime incidents, are being considered.
- 5.1.27 It is important for the customer to be informed as to what is happening with their case and they have a point of contact through the reporting Officer.
- 5.1.28 Accurate reporting is needed in order to identify any “hot spots” or areas of concern either in terms of location or the types of incidents occurring. This would be vital in concentration of resources or in developing preventative measures.
- 5.1.29 The desktop research found that there does not appear to be a standardised strategic approach to the reporting of hate crime across the country. Some Agencies support third party reporting centres, whilst others query their effectiveness. The majority of the Agencies detailed above carried out awareness

raising sessions with various groups. The results of the desk top research supported the production of an annual report, or similar document. Details contained in such a document include statistics such as the number of hate crime incidents, identification of hotspots and localities. The Scrutiny Panel acknowledged that use needs to be made of examples of good practice elsewhere. It was acknowledged that the production of an Annual Report would help to establish the sharing of best practice amongst Partners.

## RECOMMENDATIONS

The above overall findings have formed the basis for the following recommendations: -

- 6.1.1 That details of intervention be incorporated into the case management of the hate crime process.
- 6.1.2 That Cabinet instructs Officers to publish an Annual Report of Hate Crime Reporting. The Annual Report should include:
  - Overview of reported hate crime over the 12 month period
  - Information and statistics around the incidents of hate crime.
  - Map of hot spots of incidents of hate crime
- 6.1.3 That the Council's Awareness Training on the reporting of Hate Crime be an integral part of the Councillor Induction Programme and refresher training be programmed into Councillor Development Programme on an annual basis.
- 6.1.4 That the Council's Awareness Training on the reporting of Hate Crime be an integral part of the Staff Induction Programme. Cabinet instructs that annual refresher training is held for all relevant front line staff.
- 6.1.5 That Northampton Borough Council appoints a Councillor as a Hate Crime Reporting Champion.
- 6.1.6 That the Leader of the Council, together with the Councillor Hate Crime Reporting Champion, approaches Partners regarding the most effective way of ensuring hate crime reporting across Agencies.
- 6.1.7 That the Councillor Champion contacts the Keep Safe Group regarding potential opportunities where the Key Safe Group could work with the Council and the Overview and Scrutiny Committee.
- 6.1.8 That to increase awareness in communities of hate crime/incidents and how to report, alternative methods of publicising reporting of hate crime mechanisms be introduced, such as, being included at events held at public locations, information provided to various community groups and organisations, details in the local media.
- 6.1.9 That in May 2013 a case study be prepared on the process and effectiveness of the changes that have been made to Hate Crime reporting.



6.1.10 That the Overview and Scrutiny Committee, as part of its monitoring regime, reviews the progress and impact of this report after six months.

# Northampton Borough Council

## Overview and Scrutiny

### Report of Scrutiny Panel 1 – Hate Crime

#### **1 Purpose**

- 1.1 The purpose of the Scrutiny Panel was to ensure that the approach to dealing with hate crime is embedded and responded to within Northampton Borough Council (NBC).
- 1.2 A copy of the Scope of the Review is attached at Appendix A.

#### **2 Context and Background**

- 2.1 The Leader of the Council addressed the Overview and Scrutiny Work Programming event for 2011/2012 and informed non-Executives of the Council's priorities and challenges for the forthcoming year. Scrutiny of the Council's reporting mechanisms in respect of hate crime was identified as a key priority. This issue was therefore included within the Overview and Scrutiny Work Programme 2011/2012.
- 2.2 Additionally, the Chair of the Overview and Scrutiny Committee asked for public for suggestions for future Scrutiny Reviews and a suggestion was put forward for a Scrutiny Review regarding reporting mechanisms for hate crime.
- 2.3 Following approval of the Overview and Scrutiny Work Programme 2011/2012, it was agreed that an in-depth Review would commence in July 2011 and conclude early in February 2012.
- 2.4 A Scrutiny Panel was established comprising Councillor Brendan Glynane (Chair); Councillors Tony Ansell, Beverley Anne Mennell, Dennis Meredith and Danielle Stone.
- 2.5 The Review commenced in July 2011 and concluded its findings in February 2012.0
- 2.6 The Scrutiny Panel agreed that the following needed to be investigated and linked to the realisation of the Council's corporate priorities:
  - Baseline data such as:
    - Policies and Procedures
    - Statistics
  - Published reports
  - Evidence from key witnesses - NBC
  - Evidence from appropriate external witnesses
  - Evidence from a variety of victims
  - Evidence from Officers who have attended the Awareness Training

- Awareness Training for this Scrutiny Panel
- Expert advice from dedicated Anti-Hate Crime Groups Reporting mechanisms external to Northampton

2.7 Reporting of hate crime links to the Council's Corporate Priorities – CP4 - Helping to develop a place where people feel safe.

### 3. Evidence Collection

3.1 Evidence was gathered from a variety of sources:

#### Background Data

- 3.1.1 There have been a number of very high profile hate cases, including the deaths of Fiona Pilkington and her daughter following years of disablist abuse. At the 2009 inquest, local agencies were severely criticised for not having effective processes in place in relation to hate crimes and incidents.
- 3.1.2 A Cross Government Action plan on Hate Crime was launched in 2010 that placed a duty on Community Safety Partnerships to publish a Hate Crime plan. The first step in this plan was to ensure each partner agency has a clear policy and processes, which identify how each deals with hate incidents and crimes. Northampton Borough Council plays a lead role within the Partnership and has been working closely with its partners to develop a co-ordinated local and countywide approach to dealing with hate crime.
- 3.1.3 The problem of hate related crime is widespread and there is significant underreporting locally and nationally. In the last decade between 50,000 and 55,000 incidents have been reported nationally. The British Crime Survey suggests that the actual figure is nearer 200,000 annually.
- 3.1.4 The Countywide target in relation to Hate Crime is expected to increase reports by 20% from the 2009/10 baseline figure of 1519 incidents. As at 31<sup>st</sup> July 2010 reports had decreased by 3.1%.
- 3.1.5 Northampton Borough Council's policy and processes include training for relevant staff in how to recognise report and deal with hate crimes and incidents.
- 3.1.6 An electronic reporting form can be completed externally or by members of staff. This was produced in conjunction with partners to ensure the same information is being collated for data collection purposes and to identify trends and good practice.
- 3.1.7 Nominated co-ordinators within each service area have been identified. These officers oversee how hate incidents and crimes are dealt with in their area. The Neighbourhood, Licensing and Support Team Leader also receives automatic notification of incidents reported to the Council for monitoring purposes.

## **3.2 Published documents**

### 3.2.1 Various key documents:-

- Northampton Borough Council – hate crime and incident policy and procedures
- Hate Crime – The Cross-Government Action Plan

## **3.3 Reporting Statistics**

3.3.1 Appendix B details the number of Hate Crimes and Incidents reported to the Police in Northampton from 2009-2011.

3.3.2 Appendix C shows the types of hate crime reported from 2008 to 2011.

## **3.4 Looking at Best Practice and other Local Authorities**

3.4.1 Desktop research was carried out regarding organisations, Local Authorities in respect of reporting mechanisms for hate crime noted for best practice. The salient points are detailed below.

## **3.5 Core Questions**

3.5.1 The Scrutiny Panel produced a set of core questions that it put to key witnesses over a series of meetings. Copy at Appendix D.

3.5.2 Key witnesses provided a response to these core questions at the meetings of the Scrutiny Panel held on 7<sup>th</sup> September 2011, 28<sup>th</sup> November 2011 and 19<sup>th</sup> January 2012.

3.5.3 Key points of evidence: -

## **3.6 Leader of the Council, Northampton Borough Council (NBC)**

- Reporting mechanisms are now widely available on the Intranet/ Internet.
- The Council has implemented a corporate policy and reporting mechanism.
- There has been extensive training of staff reminding them of their duty and obligation to report hate crime incidents. Keeping this issue as an agenda item at team meetings will continue to keep the matter in the forefront for officers.
- Barriers to reporting the incident may be related to lack of awareness, which is being tackled through the staff training and the emphasis that the culture of the Borough Council will not tolerate, hate crimes.
- Suggestions for the Overview and Scrutiny to Champion include: -
  1. Encouraging regular reminders/updates to staff.
  2. Asking Councillors to become involved in raising the profile of hate crime reporting within their own areas.
  3. Encourage Councillors to undergo Hate Crime awareness training
- An annual report was supported
- Involving partners and use resources more effectively would be beneficial.

- It would be useful to share best practice.
- There has been a significant amount of progress in a fairly short time and it would be useful if that could be shared.

.3.7

### **Police Inspector, Northants Police**

- The Police takes hate crime very seriously and over the past few years has taken part in partnership initiatives to improve reporting and handling of hate crime.
- The Force target of victims' perceptions of their treatment by the Police was 85% satisfaction level and the figures for August 2011 show this to be 90.1%.
- The use of joint reporting forms has improved reporting for Partners.
- One significant improvement is the ability to look more closely at what the victim required. For example not all victims wish to be contacted in the same way or with the same frequency.
- There is under reporting of hate incidents, perception is very much part of the definition of the crime. This is a national problem.
- There were two Hate Crime Units and these were merged last November, this has helped in providing a consistent response to incidents.
- There are problems with under reporting. In many cases the victim themselves do not see the incident as a crime.
- Control room staff and officers have been properly trained to identify hate crime occurrences.
- Less serious incidences are dealt with by the community sector officers who can look at solutions that are appropriate for the local community.
- There are some designated officers who deal with problems such as bullying in schools, but generally that is dealt with by the local community officers.
- There are a wide range of types of hate crime incidents, relating to disability, race, homophobic and transgender issues.
- In cases of clusters of hate related incidents, solutions would involve other partners and would be developed jointly with appropriate agencies.

3.8

### **Victim Support**

- Victim Support is a National Charity with a defined remit. If cases are outside this remit victims are *referred to or* signposted to other more appropriate Agencies.
- Victim Support is tailored for the needs of the individual victim; some require more frequent contact and help with specific areas such as advocacy, making a compensation claim or attending a court hearing. Support is not time limited.
- All support is delivered by volunteers who undergo a comprehensive training programme, which is regularly updated.
- Generally it is felt that the support partner Agencies give to victims is very positive. However there are occasions when there is insufficient evidence for a matter to be progressed through the courts that it may prove very frustrating for victims.

- Police Community Support Officers are in some instances vital in getting the community involved in assisting the victim and finding long term solutions.
- Hate Crimes are now classed as an aggravated offence which means that the sentence tariff will be increased if it is found that motivation has been driven by factors such as racism or homophobia.
- Victims do not need to make a formal complaint to the Police in order to use the support service. Approximately 7-10% of clients supported by Victim Support have not reported the matter to the Police, *if crimes are of a sensitive nature the rate could be higher.*
- Victim Support in Northamptonshire is at present not involved

### 3.9

#### Chief Executive, Northamptonshire Rights and Equalities Council

- Until three years ago the Northamptonshire Rights and Equalities Council (NREC) acted as a co coordinating agency for hate crime and incidents. It received regular statistical reports from Partnership Agencies and coordinated reports to operational multiagency partnership groups that looked to find the best response to support victims and bring perpetrators to justice. In 2009 it was decided that the Compass unit would provide service that collated only statistical data.
- As a result the role of NREC has changed and it undertakes more monitoring of other Agency actions and may advise victims to take legal action against Agencies if they do not provide an adequate response
- Sometimes incidents are not actually a crime. They should still be referred to the relevant Agency
- In the last year that the NREC acted as a co ordination Agency there were approximately 2,000 incidents across the county. One third of those related to Northampton. The majority being racial, with about 100 homophobic and ten to twelve disability incidents
- Northampton ~~is~~ has been better than other districts at recording homophobic/ disability incidents
- There has been approximately 30% reduction in reporting levels since the co ordination role was withdrawn
- Most incidents should be reported to the Police but there was a need to ensure that all Agencies' reporting procedures are fit for purpose and that staff has been trained to recognise hate incidents
- It is very difficult to generalise about hate crime. It can arise in a variety of different situations. For example it is rare that incidents against taxi drivers get reported. A recent initiative is the introduction of stickers in taxis warning against unacceptable behaviour. These have also been disseminated to take aways, newsagents and hire firms
- NREC provides a housing hate crime tool kit
- NREC works with the learning disabilities partnership and distributes a "keeping safe" card, which can be used to raise front line staff awareness
- A partnership case review group is in place, did not meet between February 2010 and November 2011
- In the last 6 years there have been two murders in Northampton, which had

some hate crime aspect. In both of these cases NREC played an important role in maintaining positive relationships within the community

- A key aspect to under reporting is that in so many cases the victims see these incidents as part of everyday life and do not necessarily know what exactly can be classed as a crime. They need to be persuaded that reporting an event will actually make a difference
- All partnership quantitative data on hate incidents used to be gathered by Compass. The Compass Unit was closed in December 2010 due to a loss of central funding
- NREC has been commissioned to produce a short film about disability hate crime; it may be possible to “customise” this to make it relevant to the local area

### **3.10 Chief Executive, StopHate**

- StopHate is a charity that runs a third party reporting service. The service is available 24 hours a day in several areas of the country
- The service focuses on the five monitored crimes relating to: -
  - Sexual Orientation
  - Gender
  - Faith
  - Race
  - Disability
- StopHate takes calls on a range of issues. If required they also provide support for the caller and act as a liaison between them and any Agency that the matter is reported to
- People must be made aware of hate crime and that it is taken seriously by Agencies. Any reporting system needs to be strategically positioned in a geographical location that people would actually use. Actual reporting levels are very low and there will probably be long periods between reporting incidents. This may mean that staff will forget the procedure. It is also likely to only be a small part of their job, which makes it subject to conflicting priorities
- Dedicated centres would be costly
- Locally there needs to be more awareness of the need to report incidents. This includes the fact that they can be reported even if there is not a lot of detail, or if they are unsure whether it is actually classified as a crime
- Only some of the incidents will be within the Borough Councils responsibility, therefore there will have to be considerable liaison between partner Agencies.
- If the incident is actually a crime then the Police are the correct reporting agency. Often people are apologetic when reporting an incident, uncertain about whether anything can or will be done. People do not always have sufficient evidence to prove that there has been criminal activity and can therefore consider that it is pointless to report the incident. Also they may not desire a criminal prosecution outcome.
- There can also be a lot of pressure on the officers taking the details of the incident, particularly if the complainant is in a highly emotional state. It should be remembered that they should also have access to someone

to discuss their concerns with quickly.

- If information is collected then it is important to know how it can be used. Ultimately the aim is to prevent hate crimes from occurring. It is therefore very important to know what is happening.
- People want to get on with their lives and can therefore tolerate hate crime simply because they consider that is something that they have to “get used to “and “deal with”. There is a tendency not to report anything until it becomes life threatening, however they often do not realise the impact of low level incidents. Anything that is impacting on other people’s lives should not be considered as trivial
- StopHate produces quarterly reports on the incidents that are reported to them
- Reporting alone will not change things; it needs to be a cultural change. It also needs a multi agency approach, and organisations have to be flexible in the way that they deal with reporting in order to encourage people to believe that something will be done.

### **3.11 Pearls of Peace**

- Pearls of Peace is a Muslim women’s organisation which is open to all women. The organisation encourages women to integrate into society
- There needs to be better explanation of how and why individuals should report incidents. This needs to be promoted through as many avenues as possible
- The Police Hate Crime Unit has asked Pearls of Peace whether it would act as a link between its community and the unit.
- There needs to be an understanding as how the information will be used
- People need to be encouraged to believe that it is always worth reporting an incident even if they cannot identify perpetrators or give detailed information
- Organisations that represent targeted groups need to be encouraged to explain what their beliefs and aims. This will begin to break down barriers and change behaviours
- Hate crime awareness needs to be included as part of the Induction Process, Councillors should also be included
- Regular reminders should be issued through staff bulletins.
- People believe that nothing can be done if they are unable to identify the perpetrator. They also consider that it is just something that they have to accept and put up with, they may be frightened of retribution.
- Awareness raising for staff needs to be made a work priority, not something that can be ignored if other work pressures get in the way.
- Reporting is only useful if it is accurate, otherwise it can be misleading.
- Male dominance is perceived as an issue. It could be seen that traditional consultation avenues used by the Council could be perceived as reinforcing this by only giving the male point of view.

### **3.12 Head of Public Protection, Northampton Borough Council (NBC)**

- Reporting is important because there needs to be evidence in order to allocate resources
- It could be possible to use the Neighbourhood Management Process to



take information on reporting systems to community groups. It is necessary to involve other Agencies in resolving issues therefore they should also be involved in helping to gather the data

- There is already integration with the Police Service, work is ongoing with the Probation Service and it would be useful to involve the NHS although that may be difficult as they have their own priorities
- Training sessions have been held for managers
- Training needs to be analysed to see what the gaps are and whether an alternative delivery method could be used
- There are issues of people not trusting the establishment. It is difficult to involve a third party; people may not want to get involved. Unacceptable behaviour can be seen by some as normal. There needs to be other ways of picking up information on incidents that may not be reported as hate crime but could actually fit its definition
- There needs to be a positive way of including Councillors, hate crime needs to be of institutional importance
- Reporting is important, but it is also necessary to have an understanding of what the information is being used for. If the reporting process is in place then it is also important that we know when service areas have nothing to report. This helps to build a complete picture and ensures that there are no gaps simply by default
- There will soon be a Police Local Commissioner and Panel which will have Member involvement
- Training and education needs to be on going. People have to be reminded all the time of their rights and how they should be supported
- There is a need to take person responsibility and develop the concept of equalities as an entitlement
- Hate crime prevention is the ultimate aim and that will be part of an evolving process

### 3.13

#### **Northampton Youth Forum and Engagement and Equalities Officer, NBC**

- There needs to be a change in culture. Prevention of hate crime and fostering good relations between communities is a public sector duty
- Often people find it difficult to know where to go to ask for information. Training needs to include real examples and any examples of malpractice
- There needs to be a consistent response from staff members when a member of the public reporting an incident contacts them. Northampton College had a system whereby certain staff wear rainbow ribbons indicating that they are the ones to approach to discuss more sensitive matters
- On occasions LGBT people have contacted the Engagement and Equalities Officer, NBC, who she did not know, about issues when she wore a rainbow ribbon as well as her Council name badge and had encouraged some managers and others at NBC to wear the ribbons all the time, not just for special events, to help show colleagues and customers that they are committed to equality and safe people to talk with
- There should be targets relating to incident reporting and measures of good reporting, achieved through role models and champions. Staff

actually need to value the diversity aspects and should be encouraged to volunteer and get involved in different organisations and groups

- Stamp Out Hate Crime materials could be used throughout the Council
- There is a need to move away from processes and towards doing the right thing in order to make a positive difference. Many organisations use the social media network to show videos showing the consequences of hate crime.
- Use could be made of the One Stop Shop to publicise events and press releases.
- There need to be regular prompts for staff to keep hate crime in mind. Service areas need to be able to use their judgement on how to tackle problems reported to them.
- An Annual report would be useful as a way of revisiting measurable progress
- Hate crime is relevant to all service levels and should be dealt with at a corporate level. This may be even more important in the future if reductions in funding to the voluntary sector reduce their capacity to assist people in dealing with incidents

### **3.14 Stamp Out Hate Crime Campaign**

#### **3.14.1 Key points of evidence regarding the Northampton Youth Forum's campaign – Stamp Out Hate Crime:**

- The Campaign was triggered after the suicide of a Northampton teenager who had suffered from bullying. Some of her friends had contacted the Youth Forum and asked if there was anything they could do to raise awareness of the consequences of bullying. Over 90% of the people surveyed by the Forum asked the Council to do something about bullying and homophobia.
- Many young people realised that bullying had consequences, but did not realise that it could be a hate crime. They felt that action was only taken against bullies when the victims were in the younger age group; older children felt that they should be able to cope with it.
- Stereotypically young people feel that people see them as being at school and forget that they may well go to work too. They may also have encountered bullying in the world of work and met other people who are not at school who have also encountered bullying and hate crime.
- The campaign launched a Facebook page in early September 2011 .There were over 133,000 post views in one month alone and 730 users who liked the page within the first two months. There is a weekly reach currently of around 900 unique individuals showing that more people than are seen to have 'liked' the page are actually following it with a significantly higher number of those talking about the page being male compared to the 'like' users – with the gender and age demographic insights for the page reflecting the stigma reported about boys being seen to report and fearing being seen as victims of bullying but wanting to know about help and the issues too.
- Young people had found the language of the current hate crime literature too complex and disliked the image of the “miserable man”. The young people designed a range of posters and leaflets with the footprint logo. There have been a number of activities organised by

young people at their schools, colleges, youth groups and visits to local organisations such as Patel Samaj and Keep Safe Group (Learning Disability Partnership), Northampton College etc. Pledge boards have been run in several places encouraging people to sign up to show their determination to stop bullying.

### **3.15 Evidence from Hard to Reach Groups**

3.15.1 Key points:

### **3.16 Mencap – East Region**

- Sharing leaflets (in different formats) about hate crime and how to report it with routine distributions – e.g. Council tax bills, is important
- Publicise posters in a variety of formats in a range of NBC buildings, Police stations and public places (libraries, GP services, shopping centres, leisure centres) regarding the reporting of hate crime
- Staff and partners need to be aware of their duty and ability to report hate crime
- Publicise widely that the One Stop shop is a safe place for people with learning disabilities
- Work with local disability groups (for example local Mencap) and services accessed by disabled people to channel information and advice that makes people using those services aware of both the nature and consequences of hate crime and how to report it
- Training on hate crime generally is important and also specific training such as “Keep Safe Places”
- Regular articles and reminders in newspaper articles and radio – including positive stories about how people were supported when a victim of hate crime could help to promote the reporting of hate crime.
- Articles in internal bulletins for staff would be useful
- People often do not recognise that a Hate Crime is taking place
- People often become accustomed to these experiences, accepting it as a part of their everyday life and a consequence of living with a disability
- People do not often recognise that a hate crime is taking place
- People often have concern as to whether reporting will make it worse
- Fear of reprisals/ the incidents getting worse
- Observers of hate crime (not the victim) may not want to get involved
- Belief, whether accurate or not, that the victim’s claims will not be taken seriously or that nothing much will be done to stop incidents.
- Issues that Overview and Scrutiny could champion in relation to Hate Crime:
  - Celebrate achievements to date including One stop shop as keep safe place
  - Get involved again in Learning Disability Week this year

(18-24 June) where Mencap's campaign re hate crime will continue.

- There is a need to act swiftly and decisively when customers of NBC services (tenants) may be the perpetrators of hate crime and publicise this action
- Establish/make use of multi Agency groups to ensure information sharing is adequate between departments and with external agencies, including the police. Many incidents of hate crime nationally occurred where one department or Agency was aware of a degree of risk but did not share information adequately with the department or Agency that could have acted decisively
- An Annual Report detailing the reporting of Hate Crime would be a useful too'
- The key is sharing information across departments and through multi agency groups to identify potentially risk and intervene early. Training about how to support people with a learning disability effectively may be necessary, as will establish links with registered intermediaries and speech and language therapists who may be able to assist the council in providing support.

### **3.17 Northampton Diverse Communities Equalities Forum**

- Staff should be trained to look out for hate crime, to understand that members of the public might not realise something happening to them might be a hate crime and staff should help to identify that it might be a hate crime
- NBC should work with other Agencies such as Northants County Council, Northamptonshire Police and community groups to solve things the Council can't solve on its own
- Staff need to have confidence in their managers that they can ask questions and have support of 'the system'
- Communication and good relationships with people in the community are important as some people's experience was that people they know who have used NBC's frontline services did not know how or where to report hate crime and would find it helpful to be able to know easily that they are meeting the right person to tell about hate crime and racism.
- Previously there was an Equality Monitoring Group with Northants Police which involved lots of people in helping and advising the Police to identify issues as hate crime. This helped groups feel confident about there being a real commitment from the Police. It was suggested that there is a vacuum now the Police are not doing this and that this is not helping the Council.
- Awareness at all levels cant be raised by considering hate crime awareness and reporting within appraisals, services should share examples of incidents dealt with in recent months or years, to learn from both good and not so good practice; training and internal messages to staff should seek to go beyond just delivering the intellectual message that this is something people should do.
- Barriers to reporting hate crime with NBC include people do not know who to go to; poor experience in the past; getting adequate commitments from contracted out services; recognising that the council

still has responsibilities even if it outsources services; more awareness of how to deal well with issues in relation to private hire vehicles; and looking to do more about disability discrimination issues in licensed premises; tackling the use of homophobic language e.g. “that’s so gay” and gay jokes are used frequently in some organisations without people realising the significance and potential impact it can have on workplace culture or individuals; recognise that some people won’t buy into ‘you should report this’ and need to understand emotionally why this is important.

- Overview and Scrutiny could champion and carry out some qualitative and some quantitative data gathering and analysis so that year on year, it could request reports from the various NBC departments and services, for example asking each to come up with one incident dealt with well and one incident not deal with so well and to say what learning the department or service had from this. The report could include monitoring how many reports involved other Agencies.
- The publication of an Annual Report was supported

### 3.18

#### **Northampton Disabled People’s Forum**

- People need to be reassured
- Communication needs to be improved
- Victims of hate crime need to be informed of progress regarding their report
- Problems/stigma
- The perception is that the crime is not always taken seriously
- Need for discretion around reporting
- Confidentiality is the key
- Awareness Training for staff is important

### 3.19

#### **Traveller Liaison Group**

- The Traveller Liaison Group did not feel that it wanted to get involved in formal reporting processes but wanted to deal with it in its own way
- There was resentment that due to a reorganisation the housing estates officer that had been their liaison officer previously had been moved to another area.
- The Traveller Liaison Group was independent and it was perceived that it would not willingly participate in any reporting awareness training, and that it was unlikely that they would participate in any mediation, although the current Estate Officer would act in that role.
- Travellers had suffered from incidents such as taxi drivers refusing to take women and children back to the site. It was commented that this might be because taxi drivers had previously had problems on the site and would not enter the site

### 3.20

#### **Evidence from victims**

#### 3.20.1

##### Key points:

- There needs to be an increase in the operational capacity in order to

- provide support for those reporting incidents
- Reports of hate crime incidents should be dealt with sensitively
- Misogyny was a concern of one of the victims
- A victim suggested that sexism should be included within the Hate Crime Policy
- Awareness should be raised by using all of the available Council contact points
- An Annual report would be welcome
- Muslim women find that their style of dress makes them easily identifiable. In some cases people did not even have to say anything, but the way that they looked indicated their dislike.
- It is very important for diverse communities to have the opportunity to explain their culture and to try and break down barriers and promote understanding.
- There is often fear of repercussions

### **3.21 Northampton Borough Council's Awareness Raising Training – Reporting of Hate Crime**

3.21.1 The Scrutiny Panel received the Council's Awareness Raising Training on the Reporting of Hate Crime. A copy of the presentation given is attached at Appendix E.

3.21.2 Key points:

- The Training was very good and covered different aspects of hate crime.
- It would be beneficial if all Councillors should have the awareness training.

3.21.3 A sample of Officers from Northampton Borough Council who had attending the Awareness Raising Training provided their views on the training. Key points:-

- The training was very informative.
- It was useful to be able to discuss cases and share other people's interpretation of whether an incident could potentially be a hate crime.
- It would be useful to have refresher training or some other method of keeping hate crime in the forefront of officer's minds.
- The Neighbourhoods, Licensing and Support Team Leader had attended meetings of the Environmental Health Team and Housing Officers to refresh the message of reporting hate crime.
- The training had helped to raise awareness of some of the different strands of hate crime.
- The on line reporting system was much easier to use than the previous system and that this should encourage reporting. It was also an improvement that this was now a corporate policy whereby previously services had their own policies.
- The training served as a useful reminder of the impact that the hate crime had on the customer.
- There needed to be other ways of reporting, not just online. It was confirmed that if a customer raised an incident with officers then officers would complete the reporting form. Alternative access and information

points were being considered.

- It is important for the customer to be informed as to what is happening with their case and they have a point of contact through the reporting Officer.
- Accurate reporting is needed in order to identify any “hot spots” or areas of concern either in terms of location or the types of incidents occurring.
- A mapping system has been produced that could be used to build up a picture of incidents and identify patterns. When an Anti Social Behaviour Order (ASBO) is declared a Councillor is informed
- Information relating to ongoing incidents could not contain details of individual victims or witnesses but could summarise locations and types of incidents. This would be useful supporting information to an Annual Report.
- Housing Services send victims a follow up questionnaire asking for their views on the investigation process. Investigations are taking place regarding the possibility of another team contacting non-responders by phone.

### **3.22 Looking at Best Practice and Other Local Authorities**

Desktop research was carried out regarding organisations and Local Authorities in respect of reporting of hate crime noted as examples of best practice. Salient points:

#### **3.22.1 Wyre Borough Council**

- The Hate Crime Project commenced as a pilot covering the Wyre area which is to the north of Blackpool. Funding was used from the sale of the housing stock in 2007. The purpose of the project is to encourage people to report incidents of hate crime and raise awareness of hate crime.
- A bid for lottery funding was successful which ensured that Lancaster, a neighbouring Council in the same Police division, was also included in the Project. The Hate Crime Officer’s time is split between Wyre and Lancaster and both areas are largely rural and diverse in terms of age and demographics.
- Third party reporting does not appear to be successful. However it is very useful for there to be a designated place where individuals can go to receive information and support. Often during conversations, a trained officer may pick up issues as being an incident of hate crime. He felt that it was important to put responsibility onto Agencies in identifying incidents of hate crime and less of an emphasis on the victims to report.
- The Hate Crime Project will put on sessions at schools with young people around hate crime. Research has shown that young people (aged 10-19) are one of the main offenders of hate crime.
- Hate crime links to anti-social behaviour and commented that from the Fiona Pilkington Case in Leicestershire, Multi Agency Anti Social Behaviour Risk Assessment Conferences (ASBRACS) have emerged. Any individual who had reported an incident of anti social behaviour, was deemed vulnerable and scored a certain level would be referred to ASBRAC.

- There has been good support from Agencies to the Disability Hate Crime agenda. The Hate Crime Officer has organised a Hate Crime Awareness Session with Agencies who come into contact with vulnerable people. Such sessions have really raised the awareness of hate crime.
- The production of an Annual report was useful and advised that he produced reports on a quarterly basis to the Local Strategic Partnership and the Police.
- A successful initiative that is in place in the Wyre and Lancaster areas are Take Away visits for vulnerable people who work in Take Aways. Research shows that people who work in these tend to be vulnerable to hate crime as many are Black or Minority Ethnic. Visits are made and a laminated sheet is provided which details how to report an incident of hate crime. This is a new initiative with the purpose of making people feel safe at work.
- A further initiative is the training of door staff in the night time economy to raise their awareness regarding hate crime.
- The Haven Scheme (similar to the Sanctuary Scheme (domestic violence)) is in operation and provides the assistance of various Agencies.
- The Hate Crime Officer is investigating how the experience of the victim can be improved and contacts everyone who reports a hate crime; to keep them up to date and know who the reporting officer is. A repeat victim will have an anti social behaviour risk assessment and/or a visit from the Team that dealt with that report of hate crime. Statistics are gathered such as statistics, names, victims' names and localities and the identification of hotspots.

### **3.22.2 StopHate**

- StopHate's prime reporting service is the 24-hour helpline, this is available in a range of accessible forms including 'phone, text, text relay, web chat, email, online form and via post. This is a staffed helpline available 24 hours per day 365 days per year providing both practical and emotional support, in addition to signposting to statutory and non statutory Agencies where consent is given from the service user. The service is available in StopHate's commissioned areas which include 10 London boroughs and a number of areas across the UK.
- Prime responsibility for marketing the help line service traditionally has sat with the local commissioning agency, this being supported by a range of publicity material designed and produced by StopHate UK, this makes extensive use of the StopHate Line brand. This is again produced in a range of accessible formats including British Sign Language (BSL), DVD, Braille, large print and those designed to meet the needs of specific audiences. StopHate additionally markets the service on its website and through Facebook and Twitter. Via funding from the Ministry of Justice, StopHate is able, for the next two years to produce additional publicity material and to deliver training and awareness raising sessions within its commissioned areas.
- StopHate also assists commissioned areas with media articles for printed and radio formats and also provides "ideas catalogues" to show best practice for promoting the service within the area.



- StopHate produces an annual report which is useful for discussions with potential funders etc and other interested parties, probably more so than for service users. The costs of production result in relatively large production runs which may be the latest version for a number of years. This can result in the material becoming less relevant over time.
- StopHate has extensive experience in administering and supporting Hate Incident Reporting Centres, including provision of training, publicity material, monitoring usage, carrying out site visits. This information may be a useful area of discussion. To support StopHate's work it also sits and chairs Police Hate Crime Scrutiny Panels which look at Police responses to individual incidents to identify good practice and areas for improvement. This process leads to increased transparency and public confidence. StopHate participates in Multi Agency Risk Assessment Conferences (MARAC) looking at support needs of individual victims in addition to considering local strategic responses to hate incidents.

### 3.22.3

#### **Derbyshire County Council**

- Recommendation 16 of the Stephen Lawrence Inquiry, which was accepted by Government states; that all possible steps should be taken by Police Services at local level in consultation with Local Government and other Agencies and local communities to encourage the reporting of racist incidents and crimes. This should include:
  - The ability to report at locations other than police stations: and
  - The ability to report 24 hours a day
- In order to help fulfil this recommendation and to address the under-reporting of hate crime a 24 hour third party helpline/reporting line was established in Derbyshire in October 2008.
- The helpline, facilitated by StopHate UK, is funded by Derbyshire Constabulary, Derbyshire County Council and Derby City Community Safety Partnership. Each of these organisations has representatives who together with agencies such as Derbyshire Friend, Derby Racial Equality Council and Victim Support attend regular Steering Group meetings which oversees / promotes the service.
- Derbyshire County Council has worked hard to promote this service, together with the StopHate UK brand to gain maximum benefit for service users within the County. Training events continue to be delivered to elected Members, Officers and partners working in this arena. StopHate UK literature has been distributed amongst professional and interest groups including the BME Forums and at numerous events including Community Safety Week, Derbyshire LGBT History month and Derby Pride. Information is also available in libraries and on the Safer Derbyshire Website.
- It is imperative that the reporting of such crimes by victims and third parties is made as easy as possible. There are a variety of different ways to access the service these include by 'phone, text, post or online to report hate crimes, access support, and get information.
- In addition to the StopHate UK third party reporting telephone line, libraries across Derbyshire have now become Signposting Centres for hate crime incidents. All libraries have received a resource pack which contains a selection of leaflets and posters for display, a DVD (includes subtitles, voice over and British Sign Language) and a handbook which

explains the rationale of the signposting centres. A presentation and information awareness session delivered by the Police and DCC's Community Safety Unit has been given to key library managers and staff.

#### 3.22.4 Nottingham City Council and Nottinghamshire County Council

- Commissioned from StopHate UK by Nottingham City Council, Nottinghamshire County Council and Nottinghamshire Police, it is reported that the confidential hate crime helpline is staffed by highly skilled call takers with real life experience of hate crime, trained to give advice, support and guidance to victims and witnesses.
- A page on Nottinghamshire County Council's website has been produced around hate crime which details what it is. Its definition being:

*“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.”*

- StopHate UK commends Nottinghamshire's Hate crime helpline.

#### 3.22.5 Safer Gateshead

- Gateshead ARCH is a group of Agencies working together, via the use of an online reporting and case management system, to provide a coordinated approach to stop hate crime, with the intention of enabling everyone in Gateshead to feel safe and secure. ARCH provides victims, witnesses, friends, colleagues and family members with alternative methods of reporting hate incidents with the aim of:
  - Increasing the proportion of hate crime incidents that are reported
  - Improving the levels of support available to victims of hate crimes
  - Co-ordinating and improving the enforcement action taken against perpetrators
- ARCH is supported by a monthly Hate Crime Steering Group meeting where partners discuss cases that have been reported via ARCH and deliver a co-ordinated multi-Agency approach.
- Gateshead ARCH commenced in January 2010 and was formally launched on 6<sup>th</sup> October 2010.
- Gateshead ARCH is reported to be working to stopping hate crime in Gateshead. It has a web based system for reporting:
  - Racist
  - Homophobic
  - Transphobic
  - Religious incidents
  - Disability hate crime
- The ARCH reporting system automatically sends referrals of incidents to a number of relevant support Agencies. Referrals will only be sent with the victims consent. The Agencies can share and update information about the case with each other. This ensures greater coordination

which means the victim receives the most suitable support and the most effective action is taken against perpetrators.

- Gateshead ARCH is administered by the Safer Communities Team within Gateshead Council and the Neighbourhood Relations Team within the Gateshead Housing Company.
- Monthly reports are published that detail the number of referrals to Gateshead ARCH and where they have been referred from. The types of hate crimes are detailed and the number of incidents.
- A six monthly report is produced that details trends together with a map that illustrates wards in which hate crime has been most prevalent during that period. Data detailing satisfaction rates of victims is included.
- The six monthly report also gives details of engagement work that took place to raise awareness of Gateshead ARCH, including:
  - Distributing publicity at the local carnival, youth event, Bangladeshi Health Event
  - Awareness raising sessions with a number of hard to reach groups
  - Training given to staff at local libraries on how to input cases onto the system

## **4 Equality Impact Assessment**

### **4.1**

The Scrutiny Panel was mindful of the eight protected characteristics when undertaking scrutiny activity so that any recommendations that it made could identify potential positive and negative impacts on any particular sector of the community. This was borne in mind as the Scrutiny Review progressed and evidence gathered.

### **4.2**

It was recognised that the approach to dealing with hate crime could affect all residents of Northampton in some way.

### **4.3**

The Scrutiny Panel acknowledged that any possible recommended changes may have perceived adverse and beneficial effects for all diversity groups.

### **4.4**

An Equality Impact Assessment had been produced for the Council's Hate Crime Reporting and Incidents Policy.

## **5 Conclusions and Key Findings**

5.1 After all of the evidence was collated the following conclusions were drawn:

5.1.1 In recent months reports to Northampton Borough Council (NBC) have increased following training and awareness raising.

5.1.2 Northampton Borough Council has introduced staff training on the reporting of hate crime. There is also an e-learning course in relation to Hate Crime/Incidents on the NBC learning zone. It was recognised that other Agencies may not have such a policy. The evidence collated suggested that there is a further need for specific training such as Keep Safe Places and the issuing of keep safe cards for

people with learning disability. It was noted that this had already been undertaken by the Council's One stop shop staff and housing services, which had been commended by Mencap – East Region.

- 5.1.3 In relation to the compared reporting of crime statistics between the Northampton Central area and the Northampton North area, the central area had the highest reported hate crime rate due to the night time economy. The Scrutiny Panel felt that there was a need for more rigorous handling of information.
- 5.1.4 The Scrutiny Panel felt that positive steps had been taken at the Council regarding the reporting of hate crime but it was aware that there was still a lot of work to be done.
- 5.1.5 It was acknowledged that individuals must be made aware of hate crime and the reporting mechanisms and that it is taken seriously by Agencies.
- 5.1.6 The evidence gathered suggested that any reporting system needs to be strategically positioned in a geographical location that people would actually use.
- 5.1.7 It was realised that actual reporting levels are low but this is consistent across the country.
- 5.1.8 The Scrutiny Panel recognised that dedicated centres for the reporting of hate crime are often costly.
- 5.1.9 It was acknowledged that not all incidents of hate crime the responsibility of Northampton Borough Council. There is a need for substantial liaison between partner Agencies and a multi Agency approach. The Scrutiny Panel highlighted that there is already integration with the Police Service; work is ongoing with the Probation Service. The Scrutiny Panel felt that it would be useful to involve the NHS although that may be difficult as it has its own priorities. It is necessary to involve other Agencies in resolving issues therefore they should also be involved in helping to gather the data.
- 5.1.10 The evidence gathered highlighted that reporting alone will not change things; there needs to be a cultural change.
- 5.1.11 The Scrutiny Panel supported the Council's Awareness Raising Training on the reporting of hate crime and felt that this training should be an integral part of the Councillor Induction Programme; with updated training at regular intervals.
- 5.1.12 The Scrutiny Panel agreed that it could be possible to use the Neighbourhood Management Process to take information on reporting systems to community groups.
- 5.1.13 The Scrutiny Panel highlighted that reporting is important, but it is also necessary to have an understanding of what the information is being used for. If the reporting process is in place then it is also important that it is documented when service areas have nothing to report. This helps to build a complete picture and ensures that there are no gaps simply by default.
- 5.1.14 Support was given to the Northampton Youth Forum's Campaign – Stamp out Hate Crime.

- 5.1.15 The Scrutiny Panel acknowledged that it is important to consider the language used in publicity to ensure that it is open and clear.
- 5.1.16 The Scrutiny Panel recognised that value of the Northamptonshire Race Equality Council (NREC)'s Housing Hate Crime Toolkit and provided a copy to Housing Services and the Portfolio Holder for Housing, NBC.
- 5.1.17 A key aspect to under reporting is that in many cases the victims see these incidents as part of everyday life. They need to be persuaded that reporting an event will actually make a difference.
- 5.1.18 Only some of the incidents will be within the Borough Councils responsibility, therefore there will have to be considerable liaison between partner agencies.
- 5.1.19 There needs to be better explanation of how and why individuals should report incidents. This needs to be promoted through as many avenues as possible.
- 5.1.20 The Scrutiny Panel emphasised the importance of reporting of incidents of hate crime because there needs to be evidence in order to allocate resources.
- 5.1.21 The evidence received highlighted the need to work with local disability groups and services accessed by disabled people to channel information and advice that makes people using those services aware of both the nature and consequences of hate crime and how to report.
- 5.1.22 There is a need for a Councillor to champion the reporting of hate crime,
- 5.1.23 The Scrutiny Panel welcomed that the Keep Safe group would like the opportunity to attend a meeting of the Overview and Scrutiny Committee to inform it the good work it is doing within learning disability. It was acknowledged that there may also be many opportunities where the Key Safe Group could work together with Overview and Scrutiny at Northampton
- 5.1.24 The Scrutiny Panel acknowledged that vulnerable Groups such as Travellers often require consistency and trust.
- 5.1.25 The Scrutiny Panel was concerned by the reports that Travellers had suffered from incidents such as taxi drivers refusing to take women and children back to the site. It was acknowledged that this may be because taxi drivers had previously had problems on the site and would not enter the site, it was further acknowledged that was not necessarily because they were Travellers but there were also other areas of the town where taxi drivers would not take or drop off a fare.
- 5.1.26 Alternative access and information points, in addition to online reporting of hate crime incidents, are being considered.
- 5.1.27 It is important for the customer to be informed as to what is happening with their case and they have a point of contact through the reporting Officer.
- 5.1.28 Accurate reporting is needed in order to identify any "hot spots" or areas of

concern either in terms of location or the types of incidents occurring. This would be vital in concentration of resources or in developing preventative measures.

- 5.1.29 The desktop research found that there does not appear to be a standardised strategic approach to the reporting of hate crime across the country. Some Agencies support third party reporting centres, whilst others query their effectiveness. The majority of the Agencies detailed above carried out awareness raising sessions with various groups. The results of the desk top research supported the production of an annual report, or similar document. Details contained in such a document include statistics such as the number of hate crime incidents, identification of hotspots and localities. The Scrutiny Panel acknowledged that use needs to be made of examples of good practice elsewhere. It was acknowledged that the production of an Annual Report would help to establish the sharing of best practice amongst Partners.

## **6 Recommendations to Cabinet**

- 6.1 That Scrutiny Panel 1, Hate Crime, recommends to Cabinet:
- 6.1.1 That details of intervention be incorporated into the case management of the hate crime process.
- 6.1.2 That Cabinet instructs Officers to publish an Annual Report of Hate Crime Reporting. The Annual Report should include:
- Overview of reported hate crime over the 12 month period
  - Information and statistics around the incidents of hate crime.
  - Map of hot spots of incidents of hate crime
- 6.1.3 That the Council's Awareness Training on the reporting of Hate Crime be an integral part of the Councillor Induction Programme and refresher training be programmed into Councillor Development Programme on an annual basis.
- 6.1.4 That the Council's Awareness Training on the reporting of Hate Crime be an integral part of the Staff Induction Programme. Cabinet instructs that annual refresher training is held for all relevant front line staff.
- 6.1.5 That Northampton Borough Council appoints a Councillor as a Hate Crime Reporting Champion.
- 6.1.6 That the Leader of the Council, together with the Councillor Hate Crime Reporting Champion, approaches Partners regarding the most effective way of ensuring hate crime reporting across Agencies.
- 6.1.7 That the Councillor Champion contacts the Keep Safe Group regarding potential opportunities where the Key Safe Group could work with the Council and the Overview and Scrutiny Committee.
- 6.1.8 That to increase awareness in communities of hate crime/incidents and how to report, alternative methods of publicising reporting of hate crime mechanisms be introduced, such as, being included at events held at public locations,

information provided to various community groups and organisations, details in the local media.

6.1.9 That in May 2013 a case study be prepared on the process and effectiveness of the changes that have been made to Hate Crime reporting.

6.1.10 That the Overview and Scrutiny Committee, as part of its monitoring regime, reviews the progress and impact of this report after six months.

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## **Appendices**





## Appendix A

### OVERVIEW AND SCRUTINY

#### SCRUTINY PANEL 1 – HATE CRIME

##### 1. Purpose/Objectives of the Review

To ensure that the approach to dealing with hate crime is embedded and responded to within Northampton Borough Council (NBC)

##### 2. Outcomes Required

- Increased use of NBC reporting mechanisms
- Continue to raise awareness at all levels within the Council
- Ensure there are competencies to deal with issues of hate crime at all levels within the organisation
- Increase awareness in communities of hate crime/incidents and how to report
- Provision of an Annual Report

##### 3. Information Required

- Details of NBC Policies and Procedures
- Baseline data such as reporting statistics
- Evidence from Northants Police
- Hate Crime reporting mechanisms external to Northampton
- Witness Evidence

##### 4. Format of Information

- Officer reports/presentations
- Baseline data such as:
  - Policies and Procedures
  - Statistics
- Published reports such as:
  - NBC Cabinet report of 13/10/10 – Hate Crime Policy
  - Cross Government Action Plan
- Evidence from the Portfolio Holder (Community Engagement), NBC

- Evidence from the Leader of the Council, NBC
- Evidence from Inspector H Pritchett, Community Safety, Northants Police
- Evidence from M Tunnicliffe, Force Policy Officer, Northants Police
- Evidence from Victim Support
- Evidence from a variety of victims
- Evidence from Officers who have attended the Awareness Training
- Awareness Training for this Scrutiny Panel
- Expert advice from dedicated Anti-Hate Crime Groups such as Stop Hate and Ben Cohen
- Reporting mechanisms external to Northampton
- Witness interviews/evidence

## **5. Methods Used to Gather Information**

- Minutes of meetings
- Desktop research
- Site Visits to `Hard to Reach Groups`
- Officer reports
- Presentations
- Examples of best practice external to Northampton
- Witness Evidence:-
  - Northants Police
  - Key Officers
  - Portfolio Holder (Community Engagement) – Northampton Borough Council
  - Leader of the Council – Northampton Borough Council
  - Victim Support Hate Crime Officer
  - Abardi Armad, Somalia Co-ordinator, Northampton
  - Anjona Roy, Chief Executive, Northampton Race Equality Council
  - Equalities Officer, Northampton Borough Council

## **6. Co-Options to the Review**

None

## **7 Equality Impact Screening Assessment**

- An Equality Impact Screening Assessment to be undertaken on the scope of the Review

## **8 Evidence gathering Timetable**

July 2011 to February 2012

- 21 July 2011 - Scoping Meeting
- 7 September – Evidence gathering
- 3 October - Evidence gathering
- 28 November – Evidence gathering
- 19 January 2012 – Evidence gathering (if required)
- 6 February – Approval of final report

Various site visits will be programmed during this period if required.

Meetings to commence at 6.00 pm

## **9 Responsible Officers**

Lead Officers            Steve Elsey, Head of Public Protection  
                                  Debbie Ferguson, Community Safety Manager  
                                  Bill Edwards, Neighbourhoods, Licensing and Support  
                                  Team Leader

Co-ordinator            Tracy Tiff, Scrutiny Officer

## **10 Resources and Budgets**

Steve Elsey, Head of Public Protection, Debbie Ferguson, Community Safety Manager and Bill Edwards, Neighbourhoods, Licensing and Support to provide internal advice.

## **11 Final report presented by:**

Completed by 6 February 2012. Presented by the Chair of the Panel to the Overview and Scrutiny Committee and then to Cabinet.

## **12 Monitoring procedure:**

Review the impact of the report after six months (September/October 2012)

## Appendix B

### Northampton Central

<b>Total:</b>	<b>Hate Crime</b>	<b>Incident</b>	<b>Sum:</b>
2009-04	13	4	17
2009-05	12	12	24
2009-06	14	7	21
2009-07	15	7	22
2009-08	11	10	21
2009-09	8	5	13
2009-10	13	7	20
2009-11	7	8	15
2009-12	14	7	21
2010-01	14	13	27
2010-02	9	3	12
2010-03	5	6	11
2010-04	13	2	15
2010-05	20	2	22
2010-06	7	8	15
2010-07	14	6	20
2010-08	16	4	20
2010-09	9	2	11
2010-10	15	4	19
2010-11	13	5	18
2010-12	10	5	15
2011-01	6	5	11
2011-02	12	9	21
2011-03	12	4	16
2011-04	15	6	21
2011-05	11	6	17
2011-06	15	6	21
2011-07	15	10	25
2011-08	13	5	18
<b>Sum:</b>	<b>357</b>	<b>172</b>	<b>529</b>

### Northampton North

<b>Total:</b>	<b>Hate Crime</b>	<b>Incident</b>	<b>Sum:</b>
2009-04	4	7	11
2009-05	4	3	7
2009-06	8	1	9
2009-07	4	5	9
2009-08	4	1	5
2009-09	3	6	9
2009-10	3	5	8
2009-11	4	5	9
2009-12	3	4	7
2010-01	5	3	8
2010-02	7	2	9
2010-03	7	3	10
2010-04	5	4	9
2010-05	4	2	6
2010-06	8	4	12
2010-07	6	5	11
2010-08	3	5	8
2010-09	7	2	9
2010-10	3	3	6
2010-11	6	6	12
2010-12	1	1	2
2011-01	2	3	5
2011-02	6	5	11
2011-03	4	6	10
2011-04	5	3	8
2011-05	5	4	9
2011-06	6	5	11
2011-07	2	6	8
2011-08	5	5	10
<b>Sum:</b>	<b>142</b>	<b>106</b>	<b>248</b>

## Northampton South West

<b>Total:</b>	<b>Hate Crime</b>	<b>Incider</b>	<b>Sum:</b>
2009-04	13	5	18
2009-05	6	8	14
2009-06	9	5	14
2009-07	8	5	13
2009-08	7	8	15
2009-09	14	3	17
2009-10	10	8	18
2009-11	6	6	12
2009-12	2	7	9
2010-01	10	5	15
2010-02	4	4	8
2010-03	5	4	9
2010-04	6	6	12
2010-05	8	7	15
2010-06	10	5	15
2010-07	8	8	16
2010-08	5	9	14
2010-09	7	5	12
2010-10	7	6	13
2010-11	4	6	10
2010-12	2	3	5
2011-01	8	4	12
2011-02	2	2	4
2011-03	9	8	17
2011-04	5	6	11
2011-05	11	10	21
2011-06	11	8	19
2011-07	6	7	13
2011-08	6	5	11
<b>Sum:</b>	<b>210</b>	<b>158</b>	<b>368</b>

## Northampton East

<b>Total:</b>	<b>Hate Crime</b>	<b>Incider</b>	<b>Sum:</b>
2009-04	9	3	12
2009-05	6	4	10
2009-06	7	2	9
2009-07	7	8	15
2009-08	8	7	15
2009-09	6	4	10
2009-10	8	6	14
2009-11	5	4	9
2009-12	7	6	13
2010-01	5	1	6
2010-02	2	5	7
2010-03	5	2	7
2010-04	10	6	16
2010-05	7	10	17
2010-06	11	7	18
2010-07	8	7	15
2010-08	4	2	6
2010-09	8	2	10
2010-10	9	6	15
2010-11	3	3	6
2010-12	6	3	9
2011-01	4	2	6
2011-02	9	1	10
2011-03	5	5	10
2011-04	14	7	21
2011-05	5	6	11
2011-06	7	7	14
2011-07	9	9	18
2011-08	4	7	11
<b>Sum:</b>	<b>240</b>	<b>131</b>	<b>371</b>

## Appendix C

<b>Hate Crime 04/2009 - 08/2011</b>	Racist	Homophobic	Disability	Faith/ Religious	Domestic	Transphobic	Other	Total
Burglary Dwelling	1	1						2
Criminal Damage	109	5	6	2			5	127
Robbery	8	3	2					13
Theft from Motor Vehicle	2		1					3
Theft of Motor Vehicle								0
Theft/Handling	7	1	2					10
Violence Offences	446	62	14	6	8	3	23	562
Deception/Fraud	2							2
Other Offences	6			1				7
Racist/Domestic/Homophobic	590	89	54	19		3		755
Sexual Offences			1					1
<b>Total</b>	<b>1171</b>	<b>161</b>	<b>80</b>	<b>28</b>	<b>8</b>	<b>6</b>	<b>28</b>	<b>1482</b>

<b>Hate Crime 04/2009 - 08/2011</b>	2009	2010	2011 to date	Total	%
Racist	499	446	226	1171	79.0%
Homophobic	64	76	21	161	10.9%
Disability	28	28	24	80	5.4%
Faith/ Religious	7	14	7	28	1.9%
Domestic	2	3	3	8	0.5%
Transphobic	1	4	1	6	0.4%
Other	7	8	13	28	1.9%
<b>Total</b>	<b>608</b>	<b>579</b>	<b>295</b>	<b>1482</b>	



## Appendix D

### NORTHAMPTON BOROUGH COUNCIL

#### OVERVIEW AND SCRUTINY

#### SCRUTINY PANEL 1: HATE CRIME

##### Core questions

- 1 How can the Council ensure there is increased use of its reporting mechanisms in respect of Hate Crime?
- 2 How can awareness of Hate Crime, at all levels, be raised within the Council?
- 3 What are the barriers that prevent people reporting incidents of Hate Crime?
- 4 What do you suggest Overview and Scrutiny could champion in relation to Hate Crime within Northampton Borough Council?
- 5 Do you feel that an Annual Report detailing the reporting of Hate Crime would be a useful tool?
- 6 Any additional comments?

# Hate Crime Awareness



**22<sup>nd</sup> April 1993**

# The Stephen Lawrence Inquiry

- Murder of Stephen Lawrence in 1993
- The Stephen Lawrence Inquiry in 1999

# The Stephen Lawrence Inquiry

## Recommendation 12

“A racist incident is any incident which is perceived to be racist by the victim or any other person.”

# The Stephen Lawrence Inquiry

## Recommendation 16

“The ability to report at locations other than police stations”

“The ability to report 24 hours a day

# Defining Hate Crime

What types of crimes?

What types of incidents?

What is the difference between a crime and an incident?

# Defining Hate Crime

Hate Crime – any crime

Hate Incident – any incident

# Defining Hate Crime

## ‘The Five Strands’

Disability

Gender Identity

Race, Ethnicity and Nationality

Religion, Faith and Belief

Sexual Orientation

# Hate Scenarios

In groups consider the scenarios you have been provided and discuss whether they amount to Hate Incidents or Hate Crimes.

Consider what steps should be taken by agencies to relative to the scenarios



# Disability

- Targeting someone because of an actual or perceived physical disability, learning disability, sensory disability or their mental health

# Gender Identity

- Targeting someone because they are or are perceived to be trans including transgender, transsexual or transvestite

# Race, Ethnicity and Nationality

- Targeting someone because of their skin colour or their actual or perceived ethnicity or nationality

# Religion, Faith or Belief

- Targeting someone because of their actual or perceived religion, faith or belief

# Sexual Orientation

- Targeting someone because they are or are perceived to be lesbian, gay, bisexual or heterosexual

# Hate Crime Legislation

- **Crime and Disorder Act 1998**
  - Made **Race and Religiously** motivated crimes specific offences (eg racially aggravated ABH)
- **Criminal Justice Act 2003**
  - Treated hate motivated crimes relating to **Gender Identity, Sexual Orientation and Disability** as aggravating features, incurring increased sentences.

# The Impact of Hate Crime

How do victims feel?

“I can’t go out”

“I can’t live here”

“My children can’t play out”

“I can’t go on like this

# The Impact of Hate Crime

- The impact of hate crime is greater than for the same crime where there is no hate motivation
- The perpetrators of Hate Crime are often known to the victims
- Hate Crime affects:  
Individuals, Families and their Friends  
Communities and Neighbourhoods  
Society



# Barriers to Reporting

Why do people choose not to report hate crime?

There are many reasons why people may choose not to report Hate Crime:

Fear

Isolation

Access

Confidence

Mistrust

Normalised

# EARS

- Encouraging
- Asking
- Reflecting
- Summarising

# Why we need a policy

- Our Priorities
- Equalities
- Impact on individuals and families
- Legislation
- Review of current practises
- Under reporting

# Aims of the policy

- To provide a supportive service to customers and members of the public who experience a hate crime/incident
- To support employees who experience a hate incident/crime that involves customers, members of the public or another employee
- To identify and deal appropriately with alleged perpetrators
- To support the collection and reporting of statistics relating to hate crime/incidents experienced by customers and members of the public in general so that action can be taken to prevent it happening again

# The Process

- Online (Lagan) reporting/recording
- Paper reporting
- Nominated Co-coordinators in each service area
- Focus on prompt action and support