



2013 - 2016

EMBRACING DIVERSITY A Multi-agency Hate Crime Strategy for the City of York



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Forward

This strategy outlines our vision for tackling hate crime in York

It sets out the evidence on which our strategic aims and future priorities have been based. It demonstrates our plans for tackling hate crime and how we hope to work with partnership with both public and voluntary sector agencies. We also want to address the quality of service we offer to our customers when they come to us for help and make sure that services are tailored to their needs.

This strategy provides a plan for how City of York Council, Safer York Partnership and other partners can make a meaningful contribution to toward building safer and stronger communities. It forms part of Safer York Partnership's overall strategic aim of reducing anti-social behaviour, which causes alarm, harm and distress to victims.

The effects of hate crime are not only felt by individuals and their families, but also impact on the wider community.

Safer York Partnership is working with partners to develop a multi-agency approach which focuses on the prevention of repeat victimisation and works to provide the support necessary to bring offenders to justice and protect vulnerable victims.

We are grateful to all those who have helped to put this document together. Working as a team, we believe the city can make a valuable contribution to tackling the causes and effects of Hate Crime.

Pic of Cllr Williams

Cllr Daffyd Williams, Elected Member for Crime & Community Safety

Picture of Lisa

Lisa Winward, Chair, Safer York Partnership

Executive Summary

“We may have different religion, different languages, different coloured skin, but we all belong to one human race. We all share the same basic values.”

Kofi Annan – United Nations Secretary General.

Hate crime is any criminal offence committed against a person or property that is motivated by hostility towards someone based on their disability, race, religion, gender identity or sexual orientation.

This strategy sets out what needs to be done to address hate crime from different angles: prevention and early intervention, enforcement and support for victims and perpetrators. The approach must be multi-agency and seek to tackle the causes of hate crime, in order that we can make a long term impact within our communities.

Our Ambition

To prevent and reduce the levels of hate crime by ensuring victims and witnesses of hate crime are supported and offenders are brought to justice.

This Strategy provides a framework for York’s statutory, voluntary and community organisations to work in partnership to achieve our ambition.

Whilst levels of recorded hate crime in York are low, we have anecdotal evidence from a range of agencies working with communities of interest that the true extent may not be known. This may leave vulnerable individuals who feel unable to come forward and report issues which impact significantly on their own and their family’s quality of life.

We recognise that the policies and procedures available for dealing with hate crime must take into consideration the diverse needs of our communities.



“Hate incidents not only impact negatively on the lives of victims and their families but also damage cohesion in the wider community. People who are more vulnerable to hate incidents are also likely to have a greater fear of crime. It is therefore essential that public authorities and local communities work in partnership to tackle this problem in their local area as no single agency or group can accomplish this alone.”

(The Equality and Human Rights Commission)

Strategic aims:

- 1. Raise awareness of hate crimes to aid prevention**
- 2. Make it easier for people to report hate crime**
- 3. Improve the support available to victims of hate crime**
- 4. Improve data capture and develop a more accurate reflection of the extent and breakdown of hate crimes and incidents**

There are a wide range of services that can have an input into this agenda and the priority now is to ensure the city has a robust protocol for joint working and information sharing to ensure that we achieve real outcomes that lead to community cohesion and improved quality of life

Our aim is to ensure that we deal with the root causes and try to tackle hate crime in a range of preventative ways that try to change people’s behaviour.



Introduction

Why have a strategy?

A hate crime or incident is any criminal offence which is perceived, by the victim or any other person, to be motivated by hostility or prejudice based on a person's actual or perceived social group or groups. These groups can be defined in relation to the following:

- Disability
- Race
- Sexual orientation
- Religion or belief
- Transgender

Although current legislation does not specifically cater for age and gender, the criminal justice agencies are alert to offences where hatred is a factor.

This strategy sets out what needs to be done to tackle the complex issue of hate crime. The strategy links to other key plans, including Safer York Partnership's (SYP) Community Safety Plan the Council Plan and the Policing Plan.

The strategy attempts to develop a co-ordinated approach to tackling hate crime by joining up initiatives currently operating in the city and working with a wide range of voluntary sector agencies who provide support to specific communities of interest.

The Crime and Disorder Act 1998 set the scene for ensuring that local authorities and other statutory agencies, such as the police, worked in partnership to tackle crime and disorder. The act introduced a range of powers that necessitated partnership working. The Community Safety Partnership (CSP) have a duty to publish a strategy for addressing crime and disorder. Safer York Partnership is the CSP for York and they have produced the Community Safety Strategy 2011-14.

The Equality Act 2010 provides a new cross-cutting legislative framework to protect the rights of

individuals and advance equality of opportunity for all; to update, simplify and strengthen the previous legislation; and to deliver a simple, modern and accessible framework of discrimination law which protects individuals from unfair treatment and promotes a fair and more equal society.



Legislative Framework

Hate crime is defined as any criminal offence which is perceived, by the victim or any other person, to be motivated by a hostility or prejudice based on a personal characteristic.

Legislation to protect victims and tackle those who intend to stir up racial hatred and those who commit racially and religiously aggravated offences or engage in racist chants at designated football matches have been in place for a number of years. In recent years a number of new criminal offences have been introduced, to reflect the seriousness of hate crime, including enhanced sentencing and stirring up hatred towards other groups on the grounds of religion and sexual orientation.

The **Equalities Act 2010** (section 149) put in place a 'Public Sector Equality Duty'. This means that a public authority must, in the exercise of its Functions, have due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act
- Advance equality of opportunity between persons who share a relevant protected characteristic and person who do not share it
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it

Links to Other Key Legislation:

- **Criminal Justice and Immigration Act 2008**
- **Racial and Religious Hatred Act 2006**
- **Criminal Justice Act 2003**
- **Race Relations (Amendment Act) 2000**
- **Human Rights Act 1998**
- **Disability Discrimination Act 1995**
- **Football Offences Act 1991**
- **Public Order Act 1986**

National Context

The MacPherson Report on the Stephen Lawrence Inquiry changed the way that racist hate crime and institutionalised racism was understood. From the Inquiry, a definition of a racist incident was developed which has since been extended to cover other forms of hate crime and is widely used by central and local government.

Moreover, the Stephen Lawrence inquiry report was the catalyst for a number of institutional changes within the police and statutory service providers to improve responses to racist incidents and racism. The Home Office has subsequently produced

guidelines in relation to racist incidents, religious discriminations and more recently guidelines for tackling hate crime.

Today, the terms gay and lesbian are used to describe women and men who seek same-sex partners. Homophobia can manifest itself in a number of different forms. The Government currently estimates that approximately 5-7% of the population are either: gay, lesbian or bisexual. However, there is very limited data on the number of lesbians, gay men and bisexuals in the UK as no national census has ever asked people to define their sexuality. A national study of violence against lesbians and gay men in Britain, found that one in three gay men and one in four lesbians had experienced at least one violent attack, and found that the vast majority of homophobic incidents go unreported, with around 18% reporting incidents.

The understanding of disability is enhanced by what is known as the

'Social Model' of disability, which recognises that disability occurs because barriers hinder disabled people from taking a full part in the community. Research by Mencap demonstrated that 8 in 10 people with learning difficulties had experienced bullying and harassment 66% of people with learning difficulties have been bullied regularly with 32% stating that bullying was taking place on a daily or weekly basis.



York Context

York's overall population is estimated to be just over 202,000 and growing. According to the Centre for Cities report 2011, York has the second fastest growing population in the UK. Significant within this growth is an increase in the black minority and ethnic (BME) community from 4.9% in 2001 to an estimated 11.4% in 2009. A study in 2010 found 78 different first languages being spoken within the city

In January 2008, City of York Council launched its first Hate Crime Strategy. However, since that launch the number of hate crimes reported to the police has declined.



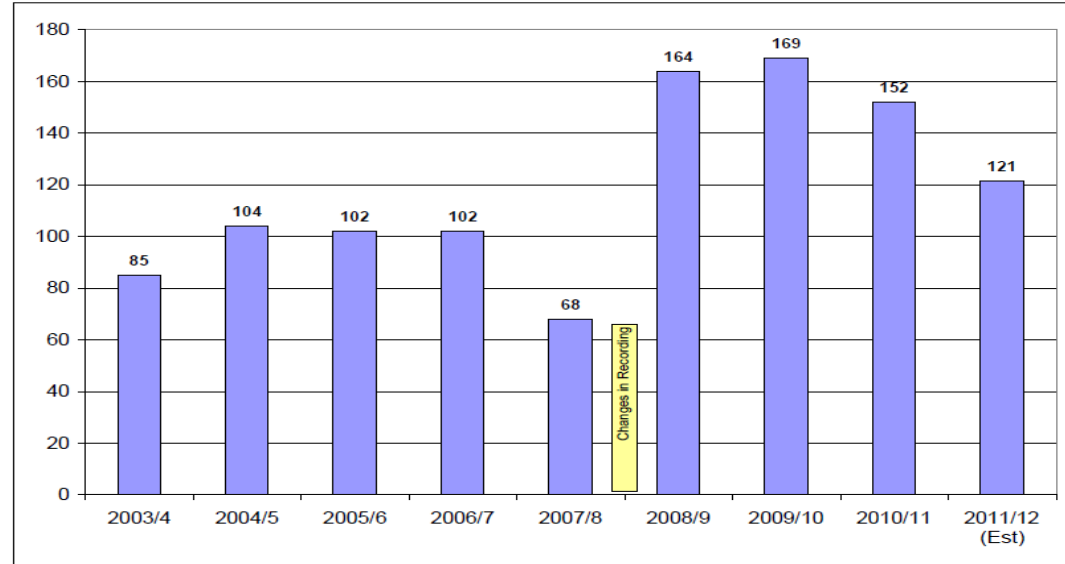
Consultation with agencies providing support to particular community groups suggests that under-reporting is a significant factor. It is widely acknowledged that the recorded statistics of hate crime reporting across all agencies may be a significant under-representation of the true picture.

SYP is a community safety partnership created under the Crime and Disorder Act 1998. The partnership is comprised of representation from City of York Council, North Yorkshire Police, York and North Yorkshire Probation, York and North Yorkshire Primary Care Trust, North Yorkshire Fire & Rescue Service.

The city is committed to reducing crime and anti-social behaviour within the City of York and aligned to that is a commitment to protect vulnerable members of the community. It is appropriate therefore that the responsibility for the development of a hate crime strategy should sit with the partnership as part of the overall remit to facilitate and co-ordinate a multi-agency problem solving approach to tackling crime.

North Yorkshire Police - York Recorded Hate Crime & Incidents

2003/4
85
2004/5
104
2005/6
102
2006/7
102
2007/8
68
2008/9
164
2009/10
169
2010/11
152
2011/12 (Est)
121



This is Data is Created from the Hate Crime / Incident Download Provided by NYP Performance Unit. It is Based on START DATE

Document created on 19/01/2012

Police data has been included in this strategy to show the local picture in relation to recorded hate crime statistics in York. However, it has been acknowledged that this may be an under-representation of the

true picture. A key action in the delivery of this strategy will be to improve the quality of data captured. This will be achieved through a combination of working closely with those agencies which represent particular community groups and ensuring that communities know how to report incidents & are confident that when making reports,

In developing this strategy, thirty individuals / organisations were consulted to draw upon the expertise and experience of those who represent communities of interest. This information has informed the strategic aims and objectives and the work plans which underpins delivery of the strategy.

action will be taken.

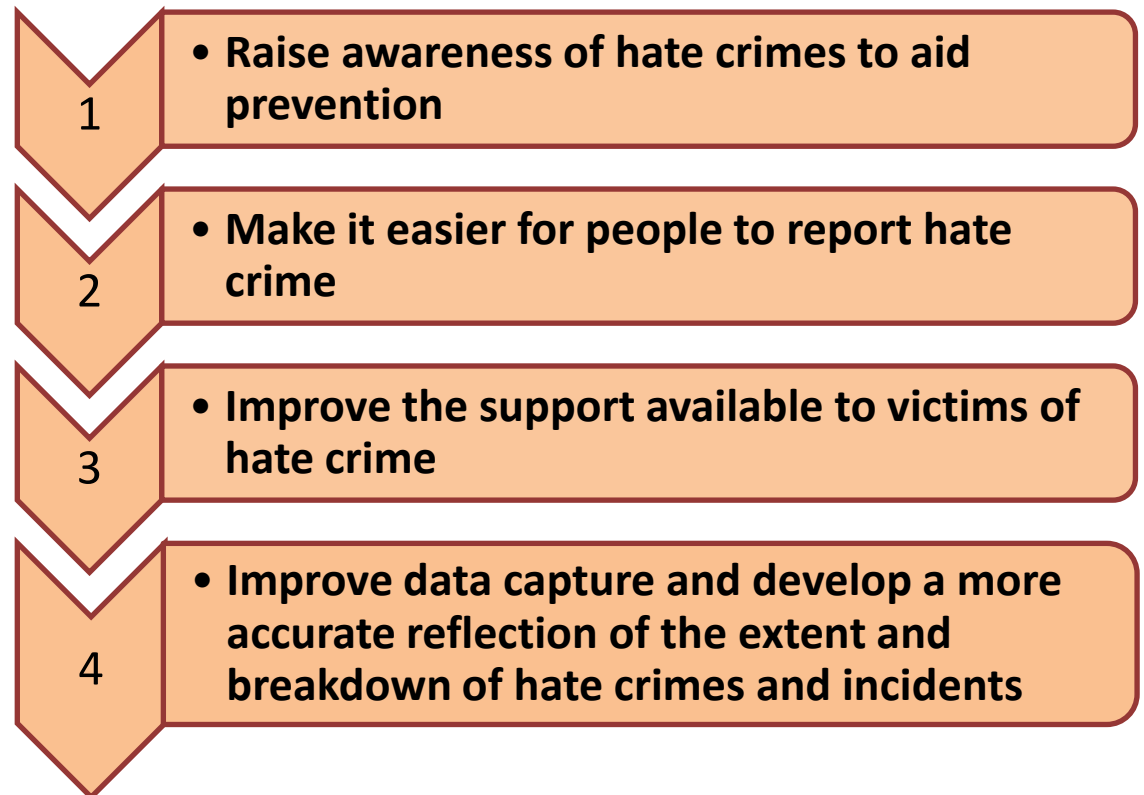
Strategic Aims & Objectives

Our overall **strategic aim** is to help stop hate crime occurring in the first place through a programme of hate crime prevention and where it does occur, to respond in a timely and effective way that addresses its impact on victims and the wider community. We will:

- develop a deeper understanding of the specific needs of communities of interest;
- Consult and listen to the view of our communities of interest to ensure that we design services that not only meet their needs but empower them with the confidence to report hate crimes to the relative authorities;
- Develop action plans to deliver our objectives and report back to our communities on the actions we have taken.

We will measure progress by monitoring the incidents of hate crime recorded by the police and Local Authority, maintaining close dialogue with support agencies to capture qualitative and anecdotal information.

Stop Hate Crime Occuring



Strategic Aim 1

Raise awareness of hate crimes to aid prevention

The current picture

At present, hate crime remains very much a hidden crime. Whilst there are many agencies (voluntary and statutory) who are engaged in work to support victims, it remains very much under reported and awareness of issues across the workforce and community within York is limited.

What we will do

We will work with all statutory and voluntary agencies to raise awareness of the impact that hate crime has on individuals, their families and our communities. We will strengthen the links between statutory and voluntary agencies engaged in working with communities of interest and with those communities themselves, ensuring they feel supported and safe. We will, through our annual Crime Summit, to encourage promotion of the work that is been done to

Objective	Action	Lead
i. To improve prevention of hate crime through education and awareness raising programmes within key stakeholder agencies	i. Work with Key agencies to develop multi-agency awareness training and roll out to all agencies	CYC / SYP
	ii. Develop multi-agency strategic delivery group with statutory and voluntary partners engaged in tackling Hate Crime	SYP
	iii. Develop operational links with the Anti-Bullying Steering group	SYP
ii. To increase public awareness and ensure that information on hate crime is widely available.	i. Develop web portal for information and awareness to facilitate sharing of information relating to Hate Crime	CYC/SYP
	ii. Ensure publications / posters are available in all public access building	SYP
iii. To work closely with and strengthen the links between the statutory and voluntary sector agencies engaged in	i. Undertake an audit of voluntary groups and develop a directory of contacts	SYP
	ii. Develop hate crime pack (posters / leaflets / reporting forms) for all 3 rd party reporting and signposting centres.	SYP

develop services and provide support for victims of hate crime in York.

tackling hate crime

Strategic Aim 2

Make it easier for people to report hate crime

The current picture

Anecdotal evidence from voluntary organisations who provide support to communities of interest suggests that hate crime is very much under reported. This is largely due to a lack of awareness of where, how and to whom incidents should be reported.

What we will do

We will work with our communities to ensure that they have confidence in reporting incidents and are assured that action will be taken and that they received feedback on the results of that action. We will establish a network of 3rd party reporting centres along side all CYC customer contact services and ensure that mechanisms for reporting hate crime are widely publicised and accessible

Objective	Action	Lead
i. Work with relevant agencies to improve the reporting of hate crime incidents	i. Consult with communities of interest and key agencies to ensure processes is accessible and meets the needs of the user, signed off by EAG.	CYC / Voluntary Groups
	ii. Map and publish a simple flowchart detailing the appropriate channels for reporting hate crime	CYC/SYP
ii. Develop alternative ways to report crimes that meet the specific needs of particular groups	i. Work with key media groups to develop media publicity awareness raising campaigns to increase media awareness and reporting relating to hate crime prevention work	CYC/SYP
	ii. Work with all statutory and voluntary sector organisations to develop appropriate mechanisms for reporting hate crime.	All Agencies
	iii. Increase awareness amongst all agencies and signposting of hate crime	All Agencies
iii. Develop a campaign to raise public awareness on how to report hate crime	i. Establish a network of 3 rd party reporting centres	CYC/SYP
	ii. Develop a 'Hate Crime Pack' for all media agencies to raise their awareness of the role that they have in ensuing hate crime is	CYC/SYP

to all.

	prevented	
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Strategic Aim 3

Improve the support available to victims of hate crime

The current picture

Many voluntary and statutory agencies are engaged in work to support victims of hate crime. However, the delivery landscape for support services is complex. There needs to be greater understanding between agencies and organisations of what support is available for particular community groups, and how to access that support.

What we will do

We will ensure that staff working within agencies who have a role to play in tackling hate crime have the skills and knowledge required to provide support to victims. We will create links with organisations who have an understanding of the needs of victims and the specific support they may require and ensure and ensure communities are aware of what support is available. We will ensure that the focus is on support to victims and reducing the risk of serious consequences

Objective	Action	Lead
i. Ensure that information relating to support groups is made widely available to the public and key partners engaged in tackling hate crime	i. Work with relevant support groups to ensure that information on their services is widely available to victims of hate crime	CYC / Voluntary Groups
	ii. Ensure that a complete network of support information is incorporated into the multi-agency training	All Agencies
ii. Develop multi-agency training that will result in a measurable improvement in services to victims and an increase in victim confidence	i. Involve support groups and victims in the development of multi-agency training	CYC/SYP
	ii. Ensure training is tailored to meet the specific needs of the recipients	All Agencies
iii. Ensure a victim centered approach to multi-agency problem solving	i. Work with wider Neighbourhood Safety and ASB task group to develop s victim centred approach to multi-agency problem solving.	All Agencies

that can result from hate crime.

Strategic Aim 4

Improve data capture and develop a more accurate reflection of the extent and breakdown of hate crimes and incidents

The current picture

Data capture for recording levels of hate crime is currently very reliant on police crime recording systems. However, hate crimes can be recorded within that system under many other categories e.g. Anti-social behaviour and therefore the available data may not represent the true picture. We are aware from work with support agencies that much hate crime is unreported.

What we will do

We will ensure that the quality of data and information is improved and that we share this information freely with our partners and with the community. We will facilitate opportunities for agencies, statutory and voluntary, to meet together with members of the community to discuss issues that

Objective	Action	Lead
i. Work with statutory and voluntary sector agencies to improve the capture and analysis of data relating to hate crimes and incidents	i. Establish comprehensive understanding of all data currently captured by agencies and how it is used	CYC / SYP
	ii. Develop links with educational establishments to ensure data and information is shared to ensure early interventions and prevention approach is developed	All Agencies SYP
	iii. Map reported hate crime incidents with all crime data to support multi-agency problem solving	
ii. Ensure that mechanisms are in place to identify repeat and/or vulnerable victims and flag these to the relevant agencies and support groups	i. Work with NYP to ensure that repeat / vulnerable victims of hate crime are included in ongoing work to identify vulnerable victims of ASB	CYC/SYP
	ii. Identify the role of NYP IAG can play in this forum	SYP/NYP
iii. Create opportunities for agencies to share information and experiences.	i. Work with key agencies to develop an annual forum for all agencies to share information and experiences relating to tackling hate crime.	SYP

concern them.

Governance

How will we measure success?

Success of the hate crime work will be measured through delivery of the strategic objectives within the hate crime delivery plan.

Delivery against the detailed action plans aligned to the aims and objectives of the strategy will be managed by the Hate Crime / Prevent Coordinator within the councils Community Safety Team reporting into the multi-agency Anti-Social Behaviour task group. Reports on delivery of and performance against the action plans will be submitted to the Safer York Partnership Board at six and twelve monthly intervals with an annual update to the Cabinet Member for Crime & Community Safety.

These reports will also be provided to the relevant stakeholder' internal groups e.g. EAG within City of York Council and the Independent Advisory Group, North

The hate crime strategy is a live document. We will continue to engage and consult with the communities most affected by hate crime to ensure that the strategic aims and objectives remain pertinent.



Baseline Data

Disability

Disability related hate crimes in York are shown in the graph below.

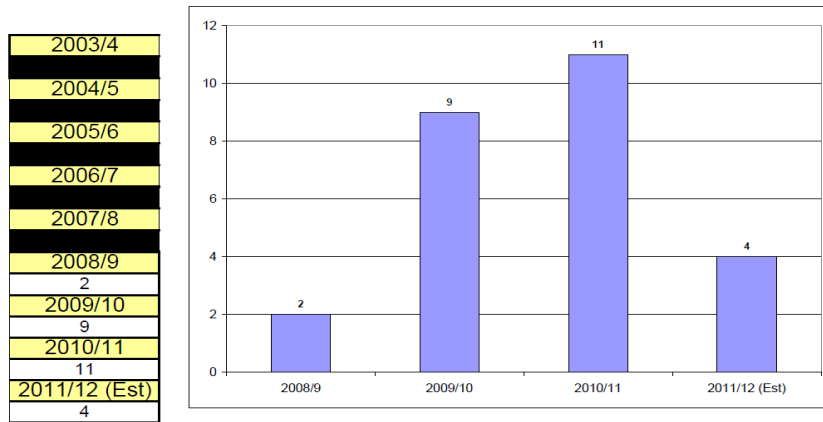
Race

Racist hate crime is arguably the most widely recognised form of hate crime. The graph shows racially motivated hate incidents recorded by North Yorkshire Police in York.

NYP Recorded HATE Crime and Incidents in York

Pg. 1 of 2

North Yorkshire Police - York Disability Incidents



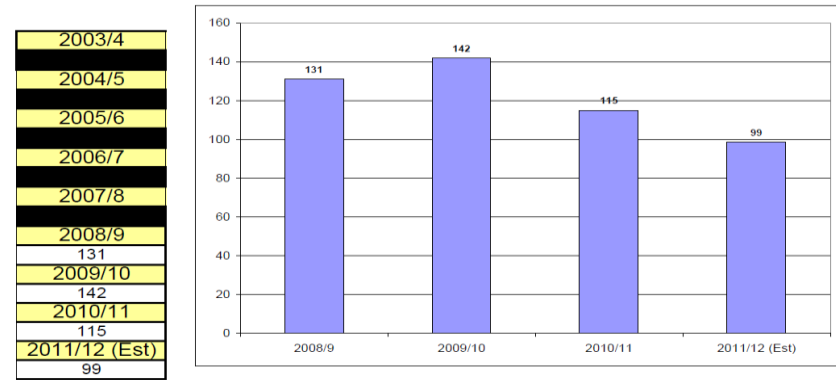
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NYP Recorded HATE Crime and Incidents in York

Pg. 1 of 2

North Yorkshire Police - York Racial Incidents



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Sexual Orientation

The following graph show the Homophobic incidents reported to North Yorkshire Police.

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Religion or belief

Religious incidents reported to North Yorkshire Police

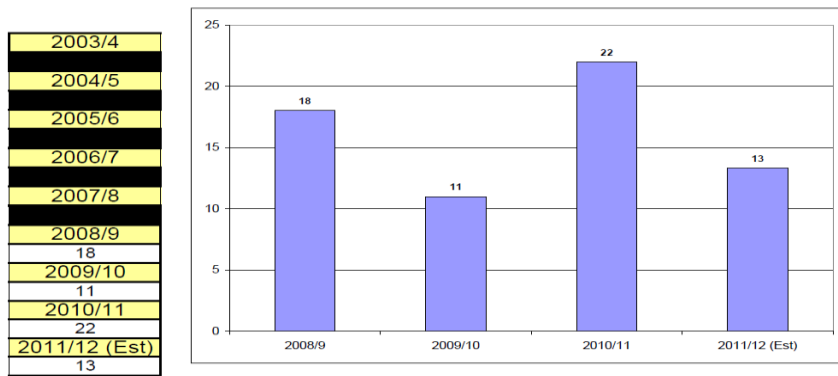
NYP Recorded HATE Crime and Incidents in York

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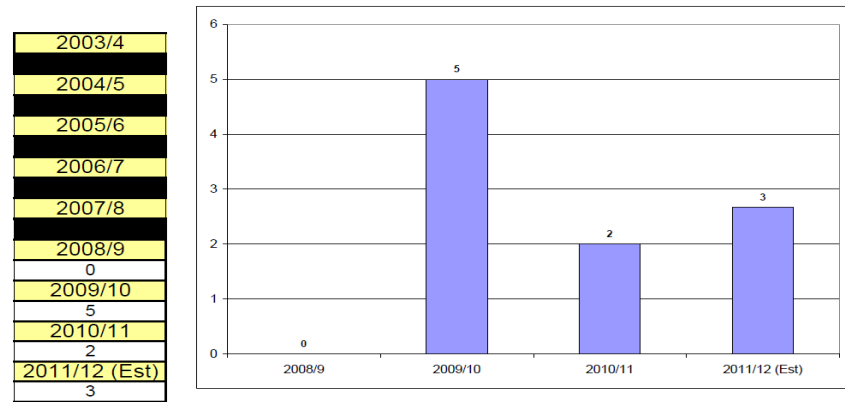
NYP Recorded HATE Crime and Incidents in York

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North Yorkshire Police - York Homophobic Incidents



North Yorkshire Police - York Religious Incidents



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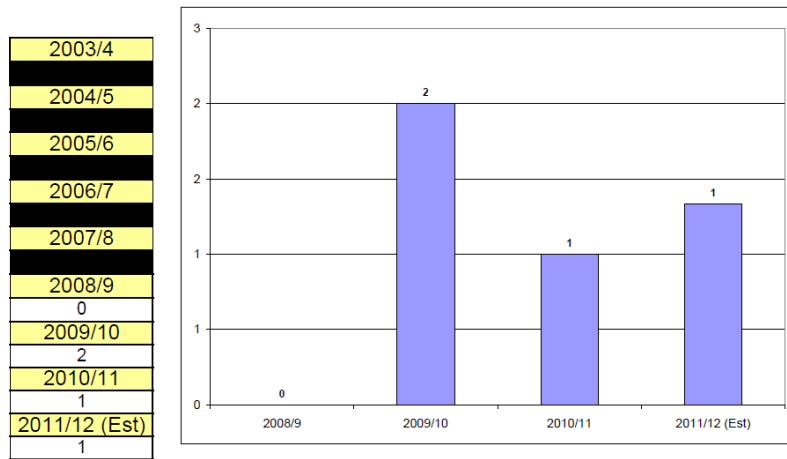
Transgender

Transphobic incidents reported to North Yorkshire Police shown on the graph below:

NYP Recorded HATE Crime and Incidents in York

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North Yorkshire Police - York Transphobic Incidents



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