



Nottingham City Hate Crime Strategy

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1. Introduction

Nottingham is a diverse city with strong, cohesive communities and that is what makes us who we are. A recent survey showed that 93% of people in Nottingham feel that they get along well together. In the past, we have seen this in the incredible inter-faith work that happens across Nottingham, in the many community projects that bring people together, in our annual celebrations and commemorations whether it is Pride, VE Day or Holocaust Memorial Day. More recently, we have been reminded of the strength of our communities who have gone over and beyond to support each other through the Covid-19 crisis.

This year while we have seen how our communities come together in difficult times, we have also been reminded of the stark inequalities that are embedded in our society. Covid has impacted on some of our most vulnerable in disproportionate ways, whether that be through age, ethnicity, income, type of employment or where people live and spend their time. Alongside this, the murder of George Floyd in America and the Black Lives Movement has highlighted the many ways racism still exists in our society, globally and locally.

It is in this context that we are publishing our partnership Hate Crime Strategy for Nottingham. We have adapted it to reflect the new challenges we face and we are proud that this is truly a partnership strategy - developed in conjunction with community groups, voluntary sector organisations, victims of hate crime and our statutory and education partners.

This strategy recognises that it is a minority of people that hold prejudiced views and then act on those views. It also recognises that while numbers of reported hate incidents and crime may be small, hate crime remains a hugely underreported crime. Hate Crime is a message crime – one that strikes at the heart of a person's identity, and impacts not just the individual but entire communities. Through this strategy and all our work on cohesion and hate crime, we are sending a message of our own – a message that we stand together with each other and against hate and prejudice.

I am proud to publish this strategy on behalf of Nottingham's Crime and Drug Partnership, the Office of the Police and Crime Commissioner, Nottinghamshire Police, the Nottingham Together Board and the Nottingham City Hate Crime Voluntary Sector Network. I am grateful to everyone who has fed into it across our partners and our communities and we look forward to working together to put it into practice.



**Cllr Rebecca Langton
Portfolio Holder for Communities for Nottingham City Council**

Executive Summary

This partnership Hate Crime Strategy outlines the Crime and Drug Partnership's approach to responding to hate crime in Nottingham. It outlines the context and scale of the issue locally, both in terms of numbers but also taking into account what it means for people's lives and how it affects different communities. It proposes solutions to challenges identified, highlighting the need for us to work together across the Council, Police, housing, voluntary sector, communities, art and culture venues, businesses and education settings. This partnership is brought together in practice through this structure:

CDP Board

- Strategic direction
- Accountability

Cohesion and Hate Crime Board

- Develops and delivers plans
- Manages performance

Nottingham Hate Incidents Performance Panel (NHIPP)

- Multi-agency management of repeats aimed at Council target
- Captures learning

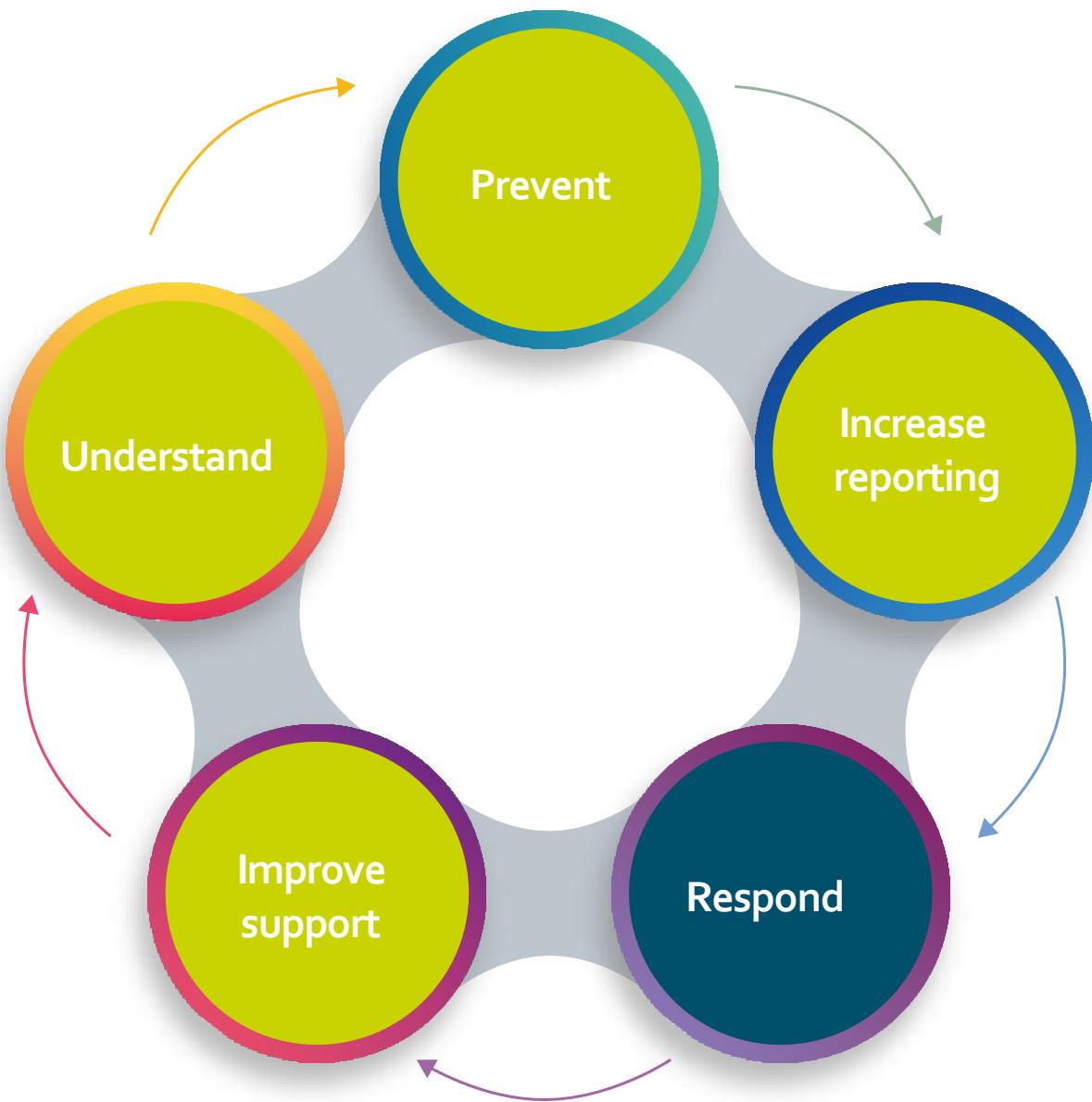
City Voluntary Sector Hate Crime Network

- Enables collaboration and strategic alignment
- Shares information and opportunities

Despite the statistics in this document showing increases in reporting, we know that a lot of these crimes and incidents are still not reported and the strategy seeks to change this. In consulting on this strategy, listening to voluntary sector partners, councillors and citizens, we have heard that many people believe their experiences will not be taken seriously by the authorities. This strategy aims to build on good practice and ensure a consistent level of service and a victim centred approach to increase trust and confidence in reporting.

This strategy takes a 360 degree approach to dealing with hate, organised in the five themes of the UK Government's National Action Plan on Hate:

- Preventing hate crime by dealing with the beliefs and attitudes that can lead to hate crime
- Responding to hate crime in our communities with the aim of reducing the number of hate crimes and incidents
- Increasing the reporting of hate crime.
- Improving support for the victims of hate crime
- Building our understanding of hate crime



It also proposes a strand specific approach to delivery, recognising the differences between and across different strands of hate crime.

It should be noted that while this strategy recognises the need to tackle prejudice at its root as part of the picture of tackling hate crime, it does not and cannot answer all of the questions regarding inequalities of experience and outcome. Hate crime is the tip of the iceberg – it is the visible manifestation of prejudice. This strategy is part of the picture of the wider work going on in the City regarding wider inequalities but not the full picture.

2. Aims and Objectives

The aims of this strategy are to:

- Increase reporting of hate crime
- Reduce repeat victimisation by 10%
- Establish and maintain a Hate Crime and Cohesion board for Nottingham

Objectives:

- Better understand scale and nature of hate crime
- Reduce the harm to victims and communities
- Strengthen the partnership

2.1 Why does it matter? Relevance to the Partnership

Hate crime is a deeply personal crime because it targets elements of a person's identity and therefore impacts how people relate to themselves and to their environment. It is an 'othering' of individuals or groups based on identity and has an effect not just on the victim, but on entire communities. In this way, it acts as a 'message crime', perceived to send a message of hostility to all who may identify with that particular characteristic.

It is, therefore, an issue that matters to our citizens and to our communities. It also has implications for community cohesion and can increase vulnerabilities to radicalisation and extremism while sometimes being a sign of extremist attitudes.

The Partnership's responsibility to tackle hate crime and commitment to the issue is rooted in the following local and national frameworks, strategies and commitments:

- Public Sector Equality Duty under the Equality Act 2010
- Crime and Disorder Act 1998
- Counter-Extremism Strategy 2015
- Action Against Hate: The UK Government's plan for tackling hate crime, 2016
- Council Plan 2019-2023 - develop a strategy with partners to address hate crime and reduce repeat victims of hate crime by 10%
- PCC's Police and Crime Plan 2018–2021

3. The Partnership Approach – Citizens at the Heart

The Partnership aims to take an integrated, 360 degrees approach to preventing and tackling all forms of intolerance and hate, bringing together policing, the justice system, voluntary sector, communities and other statutory services. We aim to engage all stakeholders who may come into contact with ‘prejudice’ including young people, offenders, communities, bystanders, organisations and service providers, equipping them to be active agents against hate crime. This intersects with the counter-extremism and counter-terrorism agendas, and NCC hosts one of the country’s 40 Counter-Extremism Community Coordinators, tasked with supporting communities to build resilience to extremist messages and ideologies.

Our approach is centred on reinforcing and celebrating the City’s values of ‘Nottingham Together’ and ‘More in Common’ while at the same time taking a zero-tolerance approach to hate crime when it does happen.



- Preventative
- Reinforcing ‘More in Common’



- No Place For Hate
- Zero tolerance approach
- Enforcement and outcomes

This approach is brought together in the Nottingham City Hate Crime Delivery Plan¹ (Appendix A) which uses the five key areas of focus identified in ‘Action Against Hate’, the UK government’s plan for tackling hate crime (2016)², to organise activity:

- Preventing hate crime by dealing with the beliefs and attitudes that can lead to hate crime.
- Responding to hate crime in our communities with the aim of reducing the number of hate crimes and incidents
- Increasing the reporting of hate crime.
- Improving support for the victims of hate crime
- Building our understanding of hate crime

Some of the interventions within these themes are outlined in section 5 below. A key principle of this Delivery Plan is strand specific delivery – the recognition that there are many differences between and within the strands of hate crime and that all delivery needs to take this into account where possible and where resource allows.

¹ The Delivery Plan has been developed after extensive consultation with victims, partners, communities and other stakeholders and includes a Repeat Victimisation Reduction Plan focused specifically on the Council Plan target to reduce repeat victimisation of hate crime by 10%. In addition, a task and finish group was set up to ensure this strategy and delivery plan includes input from key stakeholders and partners across the city.

² <https://www.gov.uk/government/publications/hate-crime-action-plan-2016>

4. Scope and Definition

4.1 Legal definition

Nottinghamshire Police define a hate crime (including hate incident) as '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.'

The five nationally recognised and monitored strands of hate crime are:

- race
- religion/faith
- sexual orientation
- disability
- transgender-identity

Additionally, Nottinghamshire Police also record and monitor the following strands:

- misogyny (incidents targeted at women because they're women)
- alternative sub-cultures (e.g. goth or emo sub-culture)

Hate crime can also be motivated by other types of prejudice or hostility (e.g. age, immigration status, homelessness) and, irrespective of whether it is a monitored strand of hate crime, it can be reported as such. The strands of hate crime are decided upon on a national level with Police forces instructed to record data on the five nationally recognised categories. Additionally, Police forces are able to record data for other types of hate crime based on local issues and priorities.

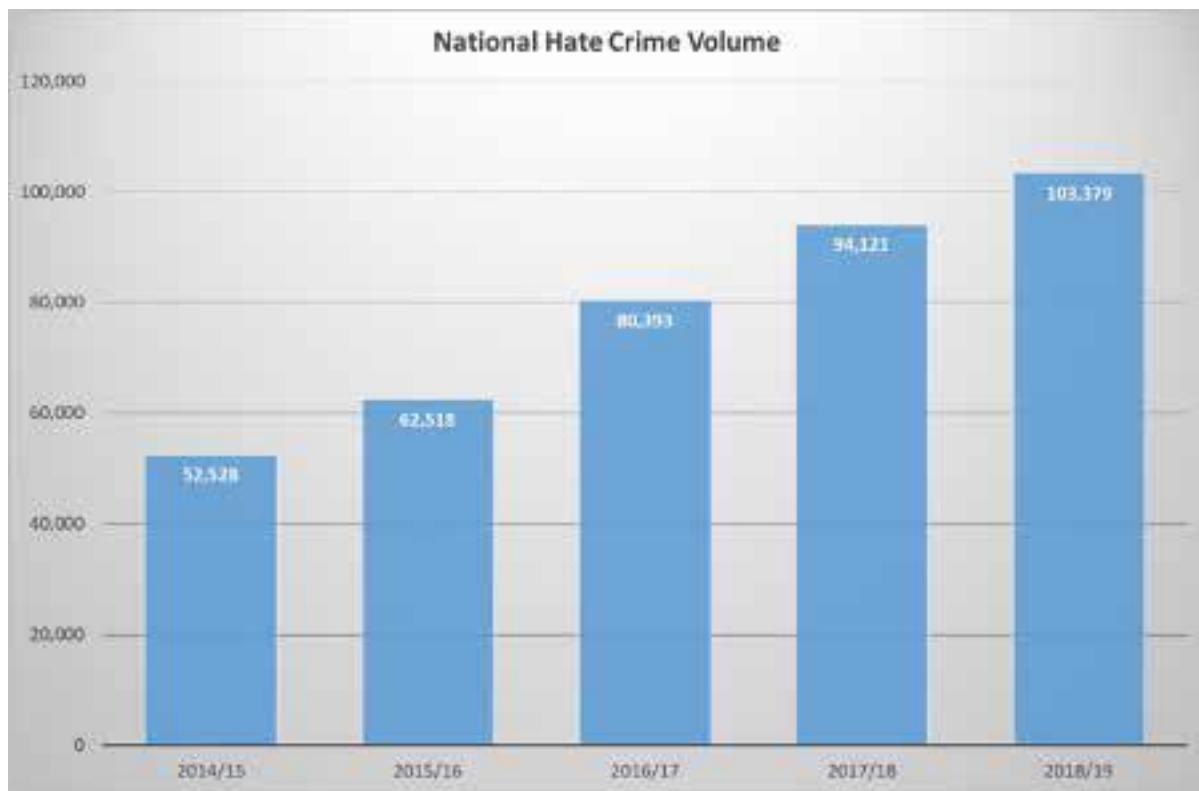
Non-crime hate incidents are incidents perceived to be motivated by prejudice or hostility where no law has been broken. Hate incidents can also be reported to the Police and are recorded and dealt with in a similar manner to hate crimes except that a criminal justice outcome is not possible. The legal framework around hate crime is complex and the Crown Prosecution Service provides guidance and information on how it is dealt with by the criminal justice system³. For the purposes of this document, the term 'hate crime' will be used to refer to both hate crimes and non-crime incidents.

4.2 Hate Crime Reports – the national picture

Nationally, the volume of police recorded hate crime increased year on year from 2014/15 to 2018/19 (the last year for which national data is available). Between these two years the volume of hate crime increased by 97% (50,851 more crimes).⁴

³<https://www.cps.gov.uk/hate-crime>

⁴<https://www.gov.uk/government/collections/hate-crime-statistics>

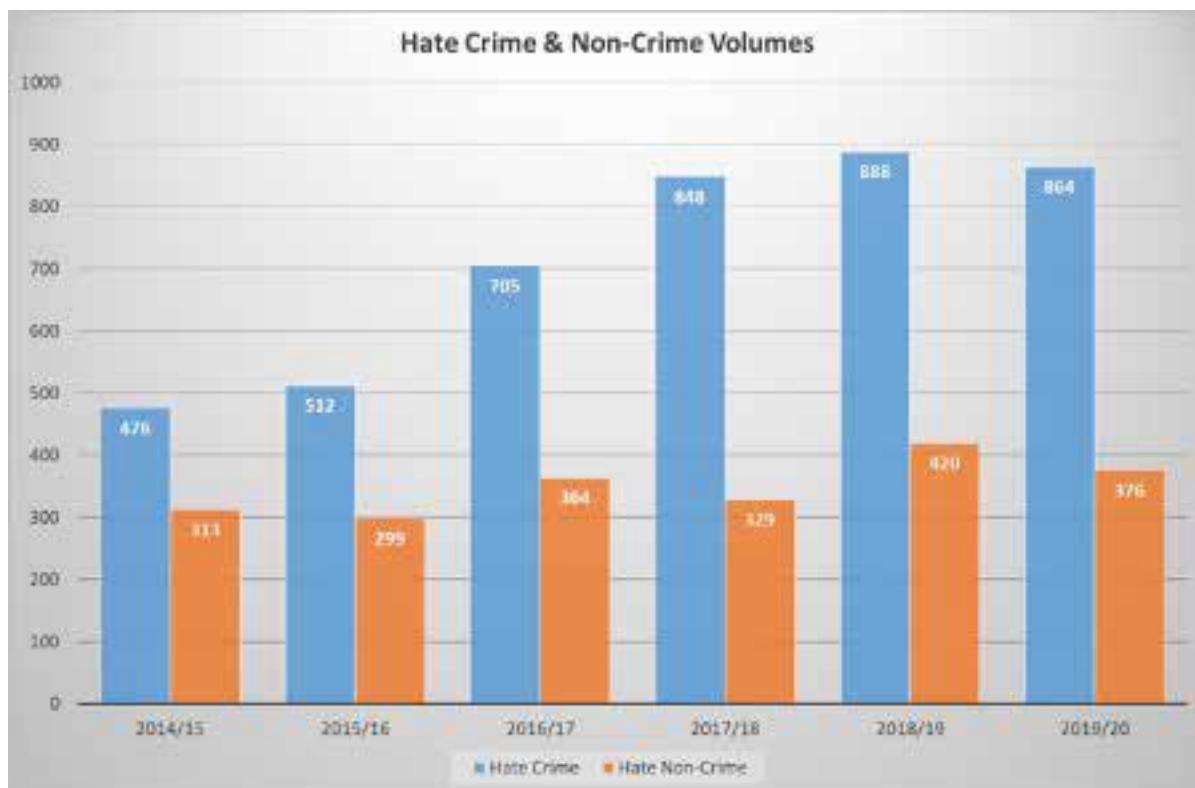


The increases seen over the last five years are thought to have been driven by improvements in crime recording by the police following a review by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) in 2014 and the removal of the designation of police recorded crime. It is also thought that growing awareness of hate crime is likely to have led to improved identification of such offences. Although these improvements are thought to be the main drivers for the increases seen, there have been short-term genuine rises in hate crime following certain events such as the EU Referendum in June 2016 and the terrorist attacks in 2017. Therefore part of the increase may also reflect a real rise in hate crimes recorded by the police.

In 2018/19 the majority of hate crimes were race hate crimes, accounting for around three-quarters of offences (76%; 78,991 offences). Over half (54%) of the hate crimes recorded by the police were for public order offences and a further third (36%) were for violence against the person offences. A further five per cent were recorded as criminal damage and arson offences.

4.3 Hate Crime Reports – the Nottingham picture

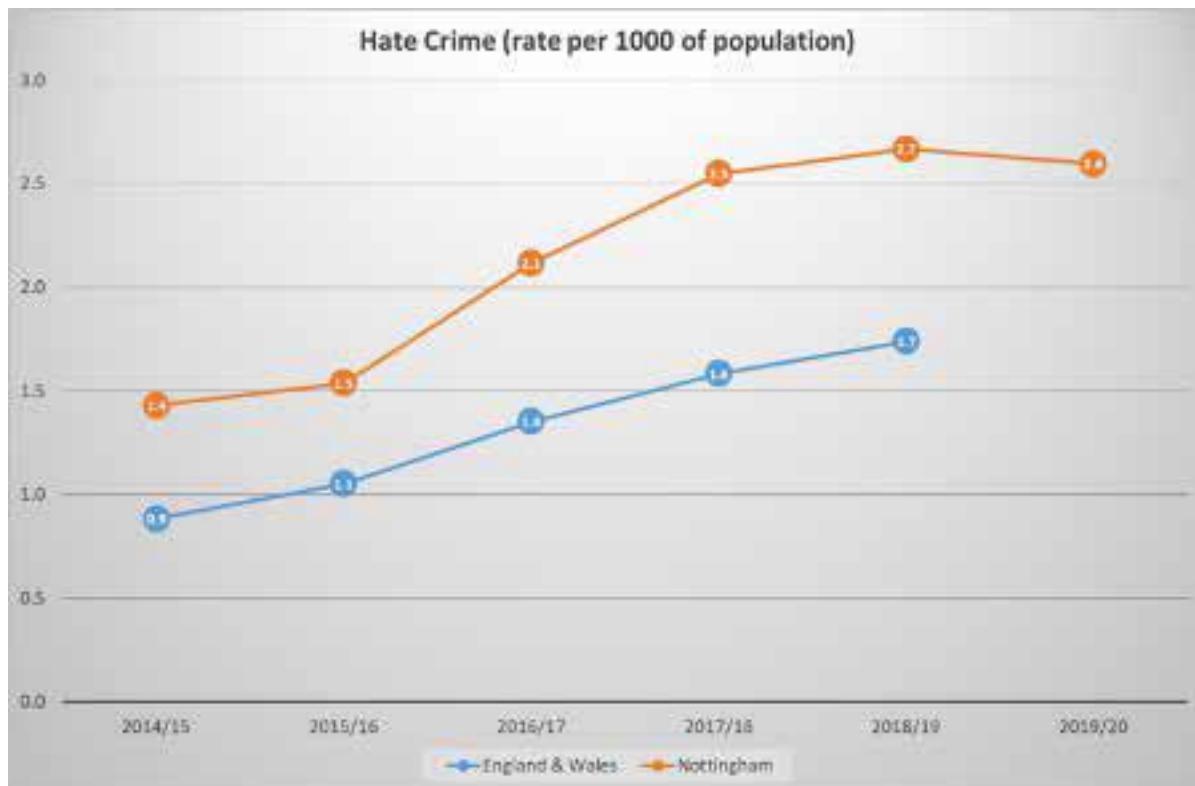
In Nottingham the local trend has largely mirrored the national picture, with year on year increases in hate crime between 2014/15 and 2018/19. This equated to a growth in volume of 87% (412 more crimes) between those two years. In the same period the volume of hate non-crimes (those incidents recorded by the police but where it cannot be determined that a crime has been committed) increased by 34% (107 more incidents). In 2019/20 the volume of hate crime saw a moderate reduction of 3% (24 fewer offences) when compared to the previous year. This was likewise the case with hate non- crimes, which decreased by 11% (44 fewer incidents) in the same period.



Where Nottingham diverges from the national picture is in the rate of hate crime. When the volumes are equalised by population then Nottingham has consistently recorded a rate (per 1000 of population) at least 50% higher than that seen nationally. Between 2016/17 and 2018/19 the disparity between the two figures grew larger each year, with the Nottingham figure being 59% higher in the most recent of these years.

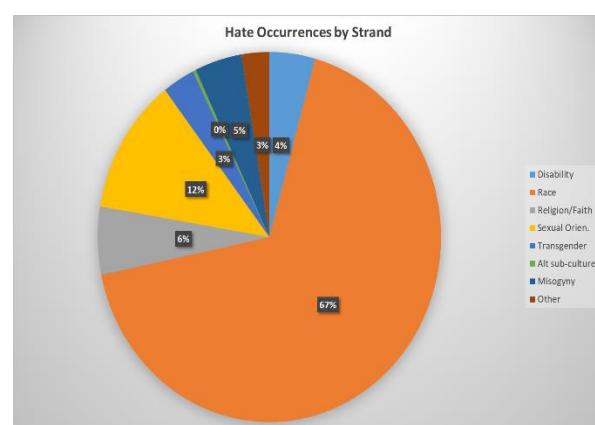
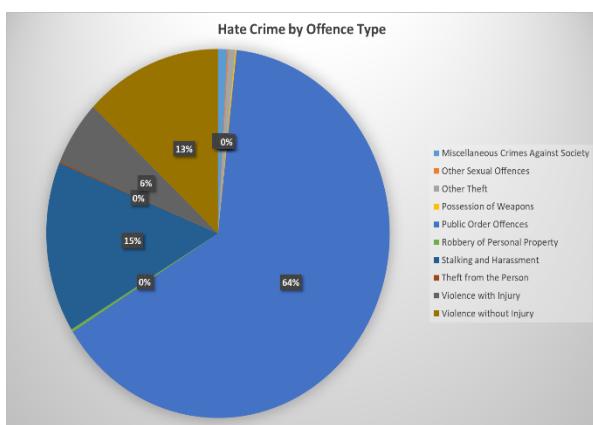
There are a number of factors that would account for this difference. The first is the higher volume of hate crime in urban areas, which can be attributed to the greater population density and more significant concentration of commercial, retail and hospitality venues. The second factor is the extremely diverse nature of Nottingham, not just in terms of ethnicity but also, for example, in relation to religion, lifestyle and sexual identity. This diversity results in interactions between people of many differing cultures, view and mind-sets, the majority of which will be positive experiences, however it also increases the likelihood of a hate crime or incident occurring. The final factor is the long term drive across the partnership to increase awareness and reporting of hate crime in the city.

It should be noted that while efforts to raise awareness of hate crime locally seem to have borne fruit to some degree, hate crime remains a highly underreported crime. National surveys, academic research and anecdotal information all tells us that a large proportion of hate crime remains unreported and that these figures are likely to only reflect the tip of the iceberg. Alongside this is the recognition that whatever the scale of the problem, it is an issue that matters deeply to communities regardless of the number of incidents and therefore requires a response that speaks to and centres that experience.



Population figures from ONS 2019 mid-year estimates. National data for 2019/20 not available

In 2019/20 67% of recorded hate occurrences (crimes and non-crimes) in Nottingham were race related. The next largest categories were sexual orientation (12%) and religion/faith (6%).⁵ During the same period 64% of hate crimes related to public order offences, with a further 18% being violent offences and 14% being recorded as stalking and harassment.



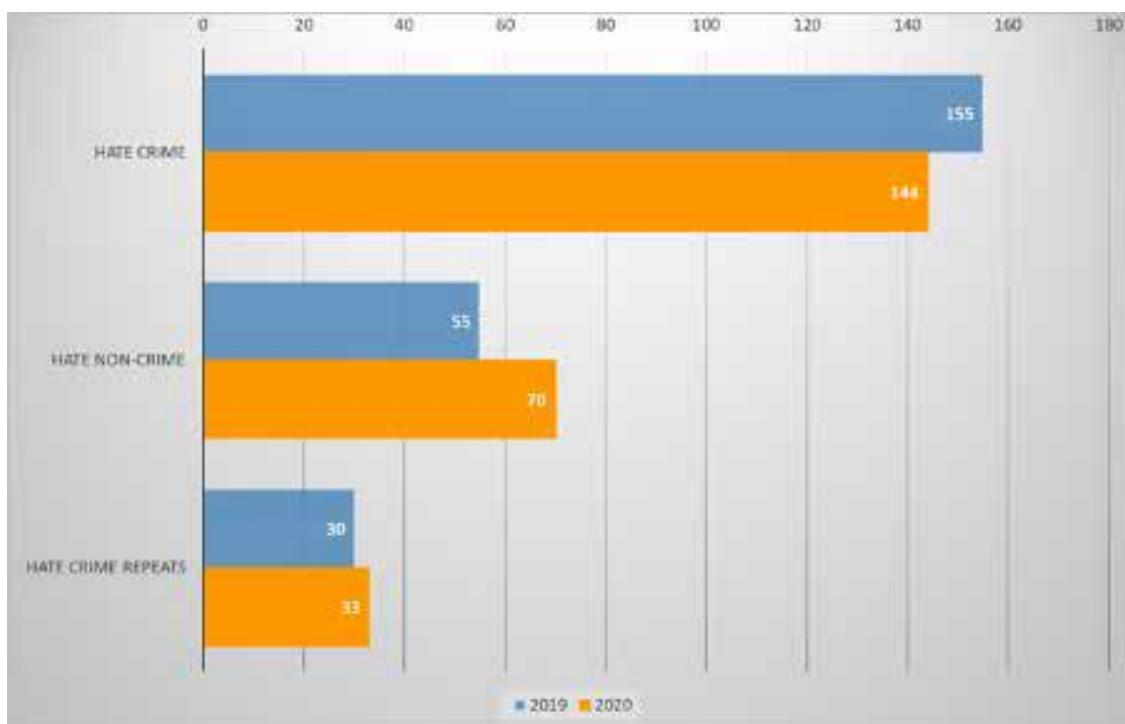
Impact of Covid-19 Lockdown

The UK entered Coronavirus lockdown on 23rd March, with significant restrictions on movement, gatherings and outdoor activities being introduced. The impact of this was clearly visible in April when the overall volume of hate occurrences (crimes and non-crimes) reduced by 17.4% (19 fewer occurrences) compared to May 2019. In May the opposite trend was apparent as volumes increased by 22.8% (23 more occurrences) in comparison with the same month the previous year. This change was likely to be a result of more people coming into contact with each other during May as lockdown restrictions were eased.

⁵Individual hate occurrences (crimes and non-crimes) can be recorded against more than one strand and therefore the total number recorded for all strands will be higher than the combined total of crimes and non-crimes.

Race related hate crime was the most common category recorded during April and May, accounting for 61% of all occurrences. This was also the case pre-lockdown. The next most common categories were sexual orientation and religion/faith. Again, this was unchanged from the pre-lockdown period.

The overall volume of hate crime across April and May was 7% lower (11 fewer crimes) than the equivalent period in 2019. In the same period hate non-crimes increased by 27% (15 more incidents) and the volume of repeat victims increased by three (+10%). Only 10% of hate crimes in this period occurred in the city centre (2019 = 21%) and this was largely due to the closure of the night time economy. Consequently, a greater proportion of hate crimes occurred in neighbourhood settings and as a result the overall volume in these areas increased by 6% (6 more offences).

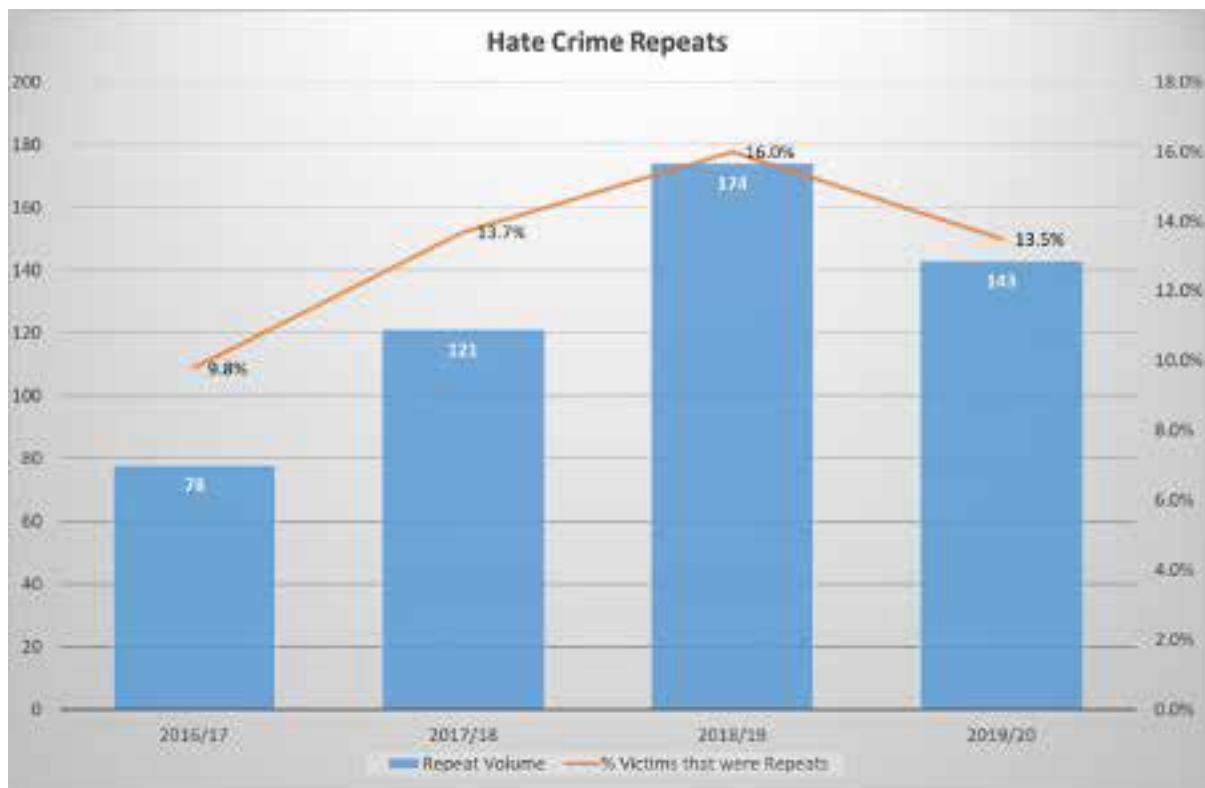


4.4 Repeat Victimisation

Over the past five years the partnership has measured its success in tackling hate crime by having a target to reduce repeat victimisation.⁶ From June 2016 onwards the volume of repeat victims increased significantly following the EU referendum and improvements in local recording practices. This pattern continued over the next three years with the result that between June 2016 and May 2019 the volume of repeat victims increased by 192% (+119). Since then the trend has been downwards and by the end of 2019/20 the volume had reduced by 21% (-38) when compared to the May 2019 high point. This can be attributed to a greater knowledge of and response to repeat victimisation across the partnership.

Previous research has suggested that around 40% of repeat victims are victimised by the same offender and that these patterns of offending predominately relate to neighbour disputes. It is rare for repeat victims to be victimised by offenders who are strangers to them – where this is the case there is a strong tendency for the occurrences to be linked to the victims' employment. The time lapse between first and second reported occurrences perpetrated by the same offender can vary widely, from as little as one day to 14 months, although the vast majority experience repeat victimisation within six months and many experience it within a month.

⁶A repeat victim is defined as 'any victim to have reported at least one hate crime or hate non-crime in the last month and an additional one or more hate crimes or hate non-crimes in the previous 12 months'.



4.5 Strands of Hate Crime

The recognised strands of hate crime differ widely in terms of experiences and needs of victims and possibly, in motivations of offenders. Strength of community infrastructure, access to non-statutory support, existence of advocacy networks and level of awareness and knowledge also varies between and across strands with implications for vulnerability and risk. The Partnership is committed to identifying and problem-solving issues and concerns for each strand separately, built on the principles of a community development approach, enabling us to provide a bespoke response where possible that is adaptive and victim-centred.

Alongside this, there is a recognition that:

- There is a range of diversity within each recognised strand of hate crime, and needs and experiences can vary widely within strands as well as across them.
- Those living on the intersection of different identity strands are exponentially more vulnerable to hate and experience it differently and often more severely than others (e.g. Muslim women, LGBT+ refugees and asylum seekers). They also face additional barriers in reporting and accessing support.

Race

Whilst the intersections of faith, race and geo-politics are changing the shape of hate, older forms of racism based on concepts of racial superiority continue to exist, and may even be undergoing a resurgence. Tangible progress has been made more than 25 years after the murder of Stephen Lawrence, but there is growing evidence that explicitly racist expression is once again gaining acceptability. This is evidenced through data where race based hate crime continues to be the most reported form of hate crime.

Recently, the Black Lives Matter movement has highlighted all the ways in which racism still exists in both the structures and institutions of our society, and in every day experiences of people. While hate crime is only a tip of this iceberg of racism, it is part of the continuum of prejudice experienced by communities and interlinks with inequality of outcomes in other areas of life. Structural racism impacts trust and confidence in services and institutions, especially in those institutions that form part of the Criminal Justice System and therefore also has implications for reporting of hate crime.

There are a wide variety of identity markers and other factors within the umbrella terms of 'race' that inform vulnerabilities, experiences, motivations for offending, and reporting tendencies. Themes which have emerged from data analysis, the political environment and our consultation activities are briefly outlined below:

- Black Lives Matter and disproportionate impact of COVID - The recent Black Lives Matter protests and the disproportionate impact of Covid-19 on BAME communities has brought focus sharply back on race inequalities, highlighting the prevalence of experiences of racism even in this day and age, and in spite of progress that has been made in many areas of life.
- Economic migrants, refugees and asylum seekers – Visibly European communities tell us about increased instances of hate, often not reported to the Police, as well as an increased fear of hate crime. Community intelligence suggests Eastern European and GRT communities are particularly unlikely to report or to get the support needed. The outcome of the EU referendum and the resulting polarisation has reportedly increased feelings of vulnerability and tension within and between communities, creating a deleterious impact on cohesion more broadly. This extends to refugees and asylum seekers, who have many additional barriers to reporting hate crime.
- East and South East Asian communities – Reports tend to be low from East and South East Asian communities, especially students, whereas anecdotal evidence points to a high prevalence of prejudice towards these communities. This has become even more of a concern in the light of the Corona virus public health crisis, with an increasing number of incidents directed at these communities blaming them for the pandemic.

Religion

In legal and policy terms, race and religion are two separate strands of hate crime but in practice – especially in the current climate – they overlap consistently. We have seen this particularly in the case of Islamophobia and Anti-Semitism where religion, race and even nationality are often conflated interchangeably.

In the current context of global socio-politics, we have seen a rise in Islamophobia and a shift towards what has been defined as 'Anti-Muslim Prejudice'. Global and national events can particularly impact this and the rise in reported Islamophobic incidents in the aftermath of terrorist attacks (including attacks targeted at the Muslim community such as that at Finsbury Park Mosque in 2017) is well documented.

Often described as 'the longest hatred', it is critical to recognise the historical context that Anti- Semitism operates in, and the many forms it takes in the present day, especially on the internet. Reports of Anti-Semitic incidents in Nottingham are low, but there is a fear of hate crime that reflects increasing vulnerability to online hostility as well as increasing the impact of incidents reported elsewhere.

Through this strategy, the Partnership is also adopting the following definitions:

Definition of Islamophobia proposed by All Party Parliamentary Group on British Muslims which states:

"Islamophobia is rooted in racism and is a type of racism that targets expressions of Muslimness or perceived Muslimness."

IHRA working definition of Anti-Semitism which states:

"Antisemitism is a certain perception of Jews, which may be expressed as hatred toward Jews. Rhetorical and physical manifestations of antisemitism are directed toward Jewish or non-Jewish individuals and/or their property, toward Jewish community institutions and religious facilities."

Sexual Orientation

Nottingham is proud to be an LGBT+ friendly city with visible and vocal expressions of solidarity through the rainbow road, and a range of events throughout the year to acknowledge and celebrate the City's LGBT+ communities.

This does not mean that prejudice against LGBT+ people is not an issue in Nottingham. Hate crime motivated by hostility towards sexual orientation continues to be the second most prevalent form of reported hate crime in Nottingham City. As with all forms of hate crime, this is likely to only be part of the picture. Research by Stonewall (2017) indicates that 81% of LGBT+ people polled, who experienced hate crime, did not report it to the police, with young people being even less likely to report. The same report also finds young LGBT+ people to be more vulnerable to hate crime – 33% of 18 – 24 years, as compared to 21% across all age groups. Media attention around the RSE 'debate' and some high profile homophobic cases across the country in recent times have increased feelings of vulnerability and concern in this community. Challenges also exist due to the context of homophobic hate crime, which sometimes take place within the family and thus creates additional barriers to a criminal justice outcome.

Engagement with LGBT+ groups in Nottingham, academic research, and the work of activist groups also tells us that LGBT+ people of faith and those from BME backgrounds are more vulnerable to hate crime and have additional barriers to reporting, requiring greater engagement to build confidence in reporting.

Disability

In terms of under-reporting, disability-based hate crime is the area of biggest concern. Reported disability hate crime continues to be very low and does not correspond to experiences of people with disabilities and what disability groups tell us. Some of the causes of this are thought to be around accessibility of reporting, lack of confidence, lack of awareness, normalisation of the abuse, mate crime, and a desire to not play into narratives of being 'weak'. Public transport is reported to be an issue too, with hate crime often taking place in buses and trams over the use of space. Disability hate crime encompasses a whole range of disabilities including physical disabilities, learning difficulties and mental ill-health. The many differences between the needs of people across this spectrum means that a blanket approach cannot be used to overcome these barriers and any engagement and listening exercises need to be done with groups and people across these differences. Support and response also

needs to take these differences into account which is another area where work is needed.

Transgender Identity

Trans and non-binary people face discrimination on many levels and are often especially vulnerable to hate crime of the most violent kind. Recent research by Stonewall (2018) found that 41% of trans people and 31% of non-binary people have experienced a hate crime or incident because of their gender identity in the last 12 months. Trans people are also likely to be repeat victims, experiencing incidents on a regular basis in their day-to-day lives.

Even more worrying are findings from the same Stonewall research (2018), which indicates that 79% of trans people do not report hate crime to the police. Local consultation has highlighted a similar lack of trust in the criminal justice system as a whole, some of which stems from lack of awareness and perceived insensitivity towards the specifics needs and experiences of trans people – for example, the correct and respectful use of pronouns. Such insensitivity may frequently be unintentional, but highlights a need for professionals to receive appropriate training, ensuring there is space to ask questions to promote greater understanding.

Misogyny

Nottingham is proud of the ground-breaking and innovative work of Nottinghamshire Police and Nottingham Women's Centre in recognising misogyny as a hate crime. The Partnership has been supporting the efforts to adopt our local practice nationally, and to present it as a model for improving women's safety and confidence in statutory services. The recognition of misogyny as hate crime builds on existing good practice in Nottingham on issues relating to violence against women, enabling us to tackle hostility towards women in a variety of contexts.

As the newest and perhaps most misunderstood form of hate crime, reporting is still quite low. Misogyny is thought to be a major issue particularly for the student population and in the night time economy but continues to be underreported. Reasons for this include lack of understanding of what misogyny is, normalisation of the behaviour, trivialisation, and victim blaming. It links closely to the VAWG agenda and also intersects with all other forms of hate crime with women's experiences of other strands being very different to those of men from the same communities.

Alternative Cultures

Hate crime against alternative subcultures commonly refers to the targeting of those visibly identifying as belonging to goth, emo and punk lifestyles. It came into prominence after the brutal murder of Sophie Lancaster and is recognised by 11 Police Forces across the country⁷. Reports of hate crime from this group in Nottingham tend to be very low and engagement with these communities and individuals does not highlight it as a particular area of concern for the City apart from in schools where it may take the form of bullying for those choosing to dress differently.

⁷<https://www.sophielancasterfoundation.com/index.php/hate-crimes>

5. Nottingham City Hate Crime Delivery Plan

The partnership approach outlined in Section 3 of this strategy is put into practice through the Nottingham City Hate Crime Delivery Plan, organised in the five themes of the national Hate Crime Action Plan. The actions within this Plan have been developed through consultation and workshops with partners and reflect activity across the Partnership including the Voluntary and Community Sector.

Governance

The Nottingham City Hate Crime Strategy and Delivery Plan will be managed by the Cohesion and Hate Crime Board with updates provided to the CDP Board bi-annually. Performance on targets will be managed at NHIPP (Nottingham Hate Incidents Performance Panel) – a multi-agency panel for the case management of repeat victims of hate crime. Sitting alongside this governance structure is the City Voluntary Sector Hate Crime Network which meets quarterly. The purpose of this Network is to bring together voluntary sector partners working on hate crime to enable information sharing and strategic alignment across the City.

Themes and interventions

All interventions and tactics under the above themes are laid out fully in the Delivery Plan attached as Appendix A. Some of the key interventions and those being introduced as new tactics are outlined below. Please note that while the interventions are generic and do not talk of strand specific differences, they will be implemented taking into account the needs and dynamics of each strand and differences within them where possible.

5.1 Preventing hate crime by dealing with the beliefs and attitudes that can lead to hate crime

Community Conversations

The Community Conversations programme aims to facilitate and support people to hold meaningful conversations on issues which matter to them but may be difficult to talk about. It aims to equip people with the tools, skills and confidence to respond to prejudice and provide alternatives to harmful narratives before they develop into hate crime.

The Conversations methodology encourages deeper conversation to enable people to find common ground, irrespective of their background or views. It is not about ‘challenging’ but about honest and non-judgemental discussion to facilitate empathy and create spaces where people can feel heard. This approach can be used for any subject but in this context, enables exploration of concerns and issues that may be at the root of prejudice, or stereotypes that then lead to hate crime.

Alternative- and Counter- Narratives: Nottingham Together

The theme of ‘Nottingham Together’ is threaded through our approach to tackling hate crime. By emphasising all the ways in which people in Nottingham stand together, we provide an alternative narrative to the rhetoric of division and polarisation. Alternative and counter narratives are increasingly seen by policy makers, academics, practitioners and activists as the most effective tool for countering

prejudice and we connect with networks nationally to identify best practice in this area.

5.2 Responding to hate crime in our communities with the aim of reducing the number of hate crimes and incidents

Police response

Nottinghamshire Police takes hate crime seriously and will take the appropriate action on all reported incidents. Hate crime is perception based and as such if the victim, the witness or the Officer attending perceives an incident as a hate crime the incident will dealt with as such, from the initial reporting to its conclusion.

Nottinghamshire Police aims to adopt a victim led approach. When a hate crime is reported, the victim will be offered a visit from an officer, this can be at the victim's home address or at a suitable location chosen by the victim. The attending officer will, in addition to taking the details of the offence, complete a risk assessment and ensure initial safeguarding steps are put in place for the victim. The officer will agree with the victim how often they would like to be updated on the progress of the case and ensure this is carried out until the case is completed. If the offender is identified, the victim will be asked how they wish to proceed; this could include giving the offender words of advice, take part in Restorative Justice, issue an Official Caution or proceeding to court action. Where possible the wishes of the victim will always be taken into account.

Nottingham Hate Incidents Performance Panel – NHIPP

NHIPP is a monthly multi-agency process for the case management and problem solving of repeat incidents of hate crime primarily, as well as any other medium or high risk cases. It aims to reduce risk and harm and produce better outcomes for victims with the ultimate objective of reducing repeat victimisation as per the objectives of the Partnership.

A performance management framework sits alongside the NHIPP process to monitor performance and data and identify 'what works'. The new framework differentiates between repeat victims where the offender is known or unknown, and monthly reports are produced outlining the number of cases, their type, interventions deployed and outcomes. A tactical menu aids this process which sets out the different interventions and escalation routes available to the Partnership.

Pathways to Justice

The Partnership has developed a tactical menu that encompasses all options available in order to achieve the best possible outcome for victims. This is a toolkit that includes criminal justice options where applicable and where the victim is willing, as well as other enforcement routes through civil interventions and powers available to the local authority from Anti-Social Behaviour legislations.

The Partnership will also explore proactive early interventions to reduce the escalation of single hate incidents into prolonged repeats, especially in neighbourhood settings. A sample toolkit is attached as Appendix B.

Breaking the Cycle

Breaking the Cycle is a programme for young people who may be exhibiting prejudice views, run by the National Holocaust Centre and funded by the Office of the Police and Crime Commissioner (OPCC) through the Safer Nottinghamshire Board. It is an alternative to the criminal justice system and is an early intervention to prevent further entrenchment of views in young people. Similar interventions

for adult offenders are being explored by the Partnership.

5.3 Increasing the reporting of hate crime

Targeted Communications

Different communities communicate in different ways and through different channels, as evidenced clearly by the COVID crisis. Messages about recognising and reporting hate crime, what to expect from the process, accessing support all need to be communicated in a way that takes into account the needs of that particular community in order to be effective. This includes considerations around accessibility of material, for example formats, languages, easy read versions, as well as how and through whom the messages are delivered. Trusted messengers, ambassadors, and credible voices are all key in ensuring that information about reporting hate crime is cascaded to those who need it the most in a way that is relatable and accessible.

Building trust and confidence – a community development approach

The Partnership recognises that under-reporting of hate crime is not just about lack of information but also about lack of trust in services. Communities most at risk of being victims of hate crime are also often those with historically poor relationships with law enforcement agencies, the criminal justice system and public services more broadly. Building trust and confidence in services is a long-term goal, requiring a broader community development approach that engages with communities over a period of time to listen, empower and respond over multiple agendas.

5.4 Improving support for victims of hate crime

Victim CARE

The OPCC commissions Catch 22 to deliver support to victims of all crime including hate crime and incidents. Victims of hate crime can access support through Victim CARE regardless of whether they report to the police and the service also provides support and advocacy in making reports. Increasing referrals to the service has been a key priority over the past few years to ensure that victims receive the support they are entitled to and may need.

Hate Crime Champions

The Hate Crime Champions Scheme aims to improve the Partnership's response to hate crime and improve access to support for victims by establishing at least one Hate Crime Champion in every shift across Nottinghamshire Police and in each relevant service within the Council and partner organisations, enabling expertise to be shared and cascaded. Participating partners include Nottingham City Homes, NUH Mental Health Trust, Nottinghamshire County Council, universities and voluntary sector organisations. So far, 204 Hate Crime Champions have been trained across the Police, Council and Partners.

The Champions receive a full training day, covering knowledge and transferable skills such as active listening, having challenging conversations as well as opportunities for further training through specialized workshops.

5.5 Building our understanding of hate crime

Tensions monitoring

Since May 2019 the Community Protection Performance & Intelligence Team has, with partners, re-established a Tensions Monitoring Framework for the city. A monthly document is now compiled of issues, tensions and concerns from communities across a range of themes including hate crime, extremism, intra-gang tensions and fear of crime. While this is not specific to hate crime, it is an essential tool in our approach to responding to hate crime. It enables us to identify and respond to concerns from communities and citizens and to put relevant interventions and safeguards in place.

As specific issues arise the team issues an intelligence requirement through its network allowing key matters of concern to be identified, captured and briefings provided to partners to allow appropriate monitoring or interventions to be put in place. The process of maintaining a tensions monitoring process is in recognition of risks to citizens, the city and to organisations and the need to be proactive in responding to these risks.

Performance management and analysis

Hate crime has been a priority for the Nottingham Crime & Drugs Partnership since 2017/18 and as a result has been regularly reported on through the partnership governance structure since that point. Regular analysis is undertaken in order to further the collective understanding of hate crime and thereby inform the partnership response. Strategic performance reporting allows senior leaders to monitor activity and take corrective action where necessary, whilst operational level analysis supports the delivery of specific projects and interventions. Finally the yearly partnership strategic assessment provides an in depth examination of hate crime and forms the basis of the annual partnership plan.

Appendix A: Nottingham City Hate Crime Delivery Plan

A partnership approach to tackling hate crime in Nottingham through working with communities to reduce hate, support victims, tackle offenders and listening and learning to continually improve provision. This Plan aims to take a strand-specific approach to delivery, taking into account differences within and across strands when designing and delivering interventions.

This Delivery Plan is divided into 3 parts for effective management:

Part I: Current and resourced activity

Part II: Repeat Victimisation Reduction Plan Part

III: Activity not currently resourced

This a Partnership Plan and includes activity of all partners including voluntary sector organisations.

The Delivery Plan and Strategy will be managed by the Cohesion and Hate Crime Board with updates provided to the CDP executive quarterly and to the CDP board bi-annually.

Part I: Current and Resourced Activity

Action Against Hate, the UK government's plan for tackling hate crime (2016) outlines five key areas of focus. Part I of the Plan uses the same five themes to organise activity.

	Activity	Lead	Updates	RAG
1	Preventing hate crime by dealing with the beliefs and attitudes that can lead to hate crime			
1.1	Develop, deliver and disseminate a toolkit for Community Conversations, to equip people to respond to prejudice in facilitated or 121 settings	NCC Community Cohesion		
1.2	Deliver calendar of events, especially Hate Crime Awareness Week, including celebrations and commemorations.	NCC Community Cohesion, Neighbourhood Management, Equalities Nottinghamshire Police Partners		
1.3	Deliver a range of targeted activities and Community Conversations in neighbourhoods across Nottingham that support citizens to counter prejudiced views and behaviour	NCC Community Cohesion and Neighbourhood Management		
1.4	Deliver Community Conversations training to communities and to professionals	NCC Community Cohesion, NCC Learning and Development		
1.5	Promote and share stories and testimonies of survivors (including survivors of genocide) to develop empathy	National Holocaust Centre, NCC Community Cohesion, Voluntary sector partners		
1.6	Explore use of National Justice Museum's 'Project Lab' space to provoke dialogue and create conversation and thought on this agenda	National Justice Museum		
1.7	Work with the Arts & Culture sector to promote and develop creative engagement on this agenda	Nottingham Project, NCC Community Cohesion, New Art Exchange, National Justice Museum, ChalleNge		
1.8	Use of outdoor space for creative activities with young people to ensure social distancing, project on Black Lives Matter	New Art Exchange		
1.9	Integrate hate crime prevention, community conversations and strategies to deepen understanding between different groups into Community Hubs/Area Partnerships that are being set up	Neighbourhood Management		
1.10	Develop a comms protocol for Counter-Extremism focusing specially on critical events, incidents and gatherings	NCC Community Cohesion (BSBT M&C Saatchi)		

	Activity	Lead	Updates	RAG
1.11	Work with football clubs and other sports institutions to develop activity e.g. a 'not in our name' campaign	NCC Community Cohesion, Partners		
1.12	Develop activities and events with veterans, amplifying their voices to counter prejudice and extremist messages	NCC Community Cohesion		
1.13	Delivery of far-right awareness training	Communities Inc, NCC Community Cohesion		
2	Responding to hate crime in our communities with the aim of reducing the number of hate crime incidents			
2.1	Develop and implement a hate crime policy at NCC as part of wider EDI policies and projects	NCC, Equalities and Employment team		
2.2	Train staff across the Partnership to recognise and appropriately respond to hate crime.	NCC Community Cohesion, Equalities and Employment Nottinghamshire Police, Hate Crime Officer		
2.3	Increase referrals to Breaking the Cycle – the program for young people exhibiting prejudice or hate - and monitor impact.	Nottinghamshire Police, NCC		
2.4	Expand the BID's 'Not in Nottingham' project to other businesses in the City Centre	Nottingham BID, Nottinghamshire Police City Centre		
2.5	Whole organisation approach – continue to run and expand the Hate Crime Champions Scheme	NCC Community Cohesion, Nottinghamshire Police		
2.6	Operation FOSSIL – early intervention targeted at 'pre-repeats' with joint visits from statutory services and range of tools and powers	Nottinghamshire Police, NCC, NCH		
2.7	Expansion of bystander intervention techniques and principles to the organisational context	Communities Inc		
3	Increase reporting of hate crime			
3.1	Develop and deliver tailored hate crime workshops and/or awareness raising activities across strands for groups and organisations	NCC Community Cohesion, Nottinghamshire Police, Communities Inc		
3.3	Deliver misogyny leaflets across the city to raise awareness of misogyny hate crime (spike in reports seen after each leafleting action)	Nottingham Women's Centre		
3.4	Increase awareness of reporting methods at education institutes (schools, colleges, universities) Links to 1.1	UoN, NTU, NCC education, Nottinghamshire Police		

	Activity	Lead	Updates	RAG
3.5	Run a minimum of one city-wide comms campaign to encourage reporting of hate crime	NCC, Nottinghamshire Police, Partners		
3.6	Ensure comms is adapted and accessible for different audiences including BSL, people with learning disabilities and age groups			
3.7	Continue to promote safe bystander Intervention & reporting	Communities Inc, NCC Community Cohesion		
3.8	Provide more information on what to expect once a hate crime is reported and the benefits of reporting (including benefits of having intel)	Nottinghamshire Police, NCC		
3.9	Provide training to support services such as LGBT+ Network and support them to report on behalf of clients	NCC Community Cohesion, LGBT+Network		
3.10	Promote and publicise positive outcomes and learning from NHIPP	Nottinghamshire Police		
4	Improving support for the victims of hate crime			
4.1	Develop an offering for housing providers and landlords to enable support for victims of hate crime in the neighbourhood context. Maximise enforcement opportunities where relevant.	NCC, ASB and Safer Housing		
4.2	Explore the development of community specific champions to act as liaison with the Police			
4.3	Strand specific training for professionals and those responding to hate crime	NCC Community Safety and Cohesion, Nottinghamshire Police		
4.4	Identify gaps in support provision through NHIPP and report to CDP and other senior leadership boards	NCC Community Safety and Cohesion		
4.5	Develop a No Place For Hate Champions programme for different communities to facilitate support and increase reporting			
5	Building our understanding of hate crime			
5.1	Conduct research and data analysis to provide regular position statements and strategic assessments.	CDP, Senior Performance and Insight Analyst		
5.2	Share knowledge and best practice on hate crime and keep hate crime and related issues on the public agenda.	Hate Crime Voluntary Sector Network		
5.3	Ensure effective management and governance of NHIPP (Nottingham Hate Incidents Performance Panel), enabling learning and fast time escalation of identified issues	Nottinghamshire Police, NCC Community Safety and Cohesion,		

	Activity	Lead	Updates	RAG
5.4	Implement learnings from the Nottingham Women's Centre led evaluation of the Misogyny hate crime policy	Nottinghamshire Police NCC Community Safety and Cohesion Nottingham Women's Centre		
5.6	Explore implementation of learning from the evaluation of EU funded hate crime project	NCC Community Cohesion, Nottinghamshire Police		

Part III: Repeat Victimisation Reduction Plan

	Activity	Lead	Updates	RAG
7.1	Neighbourhood Disputes – use of mediation and restorative practice options			
7.2	Greater use of civil enforcement powers and CPOs where relevant			
7.3	Taxis - Identify ways to prevent and minimise hate crime targeted at taxi drivers and streamline processes for reporting and response			
7.4	Public Transport – Identify points of intervention and deterrence on public transport, and provide reassurance to citizens			
7.6	Consult with mental health professionals and review current offering to improve response for staff in mental health facilities, and for victims and offenders with mental health issues			
7.7	Location based hotspots – develop targeted location based interventions.			
7.8	Identify time period between incidents with maximum potential for impact	Nottinghamshire Police, Analyst CDP, Performance and Insight Analysis		
7.9	Increase understanding of offender motivations and develop interventions to reduce reoffending	Universities – to be scoped	Deferred due to lack of capacity	

Part IV: Activity not currently resourced (to be reviewed bi-annually)

	Activity	Lead	Updates	RAG
8.1	Explore addition of a whole-family element to the Breaking the Cycle program	Tbc dependent on capacity		
8.2	Improve signposting to reporting and support information on public transport	As above		
8.3	Commissioning/conducting research to understand offender motivations	As above		
8.4	Understand and scope current arrangements for offender management with the view to develop an offering to shift attitudes and behaviour and prevent re-offending			
8.5	Integrate response to hate crime into the safeguarding framework for children's services and social care	As above		
8.6	Outreach into schools	National Justice Museum		
8.7	Develop a No Place For Hate Champions Scheme for young people			
8.8	Connect to and work with Nottingham's creative talent, working with musicians and artists to develop visible and widely heard pieces that are unapologetic in standing up to hate and celebrating our diversity	Nottingham Project		
8.9	Support businesses across the city to respond to hate crime including with policies and training			
8.10	Develop reporting and data sharing arrangements with schools to start building a better picture of hate crime in schools	As above		
8.11	Expand the No Place for Hate Charter (or similar) to businesses, venues and organisations across the City including cultural venues			

Appendix B: Pathways to Justice Toolkit