

Overview and Scrutiny Committee – 8th January 2020

Report: Tackling Hate Crime and Prejudice in Nottingham

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Introduction

What is hate crime?

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 records and monitors the following strands:

- misogyny (incidents targeted at women)
- alternative sub-cultures (e.g. Goths)

Legal Framework

There is no legal definition of hate crime within UK law and as such there is no single piece of legislation that relates to prejudice-motivated behaviour. The law on hate crime is a framework which brings together different legislation to enable enhanced sentencing for crimes which can be proven to be motivated by hostility or prejudice. What this means in simple terms is that a criminal offence has to first take place and if that crime is perceived to be motivated by prejudice, it becomes a hate crime.

The implication of this is that the penalty for the crime may be higher if the prosecution is able to prove that the crime was motivated by hostility towards perceived or actual race, religion, sexual orientation, disability or transgender identity. This only relates to hate crimes – that is when a criminal offence has occurred – and not to hate incidents.

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 they cannot be taken to court and a criminal justice outcome is not possible.

Why does it matter? Relevance to Nottingham City Council

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 difference 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.

Nottingham City Council'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

The Partnership Approach – Citizens at the Heart

Nottingham is a diverse city where people generally get along, stand with each other and have a strong sense of community. There is a vibrant LGBT community, many inter-faith projects and a history of coming together in times of crisis. However, like any place, there is a minority of people who may target others based on their identity. As seen across the world in the current socio-political climate, there are also some vulnerabilities to extremist views, and narratives in communities around refugees, migration and changing demographics amongst other things which may contribute to prejudice developing.

Our strategy for tackling hate crime takes all of the above into account. It 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.

Nottingham City Council takes 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 'intolerance' including young people, offenders, communities, bystanders, organisations and agencies, equipping them to be active agents against hate crime.

Nottingham City Hate Crime Delivery Plan

This approach is brought together in the Nottingham City Hate Crime Delivery Plan – attached as Appendix A. The Delivery Plan was developed after extensive consultation with victims, partners, communities and other stakeholders, details of

which are included in Appendix B. It is a Partnership Plan and includes activity of all partners including voluntary sector organisations.

The Delivery Plan uses the five key areas of focus identified in ‘Action Against Hate’, the UK government’s plan for tackling hate crime (2016), 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

The Delivery Plan includes a Repeat Victimisation Reduction Plan focused specifically on the manifesto pledge to reduce repeat victimisation of hate crime by 10%.

Governance and performance management

The Delivery Plan is managed by the Cohesion and Hate Crime Board with updates provided to the CDP executive quarterly and to the CDP Board bi-annually. Performance on targets is also 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.



Repeat Victimisation

Nottingham City Council has a target to reduce the number of repeat victims of hate crime by 10% by the end of March 2023. A repeat victim of hate crime is defined as anyone who experiences a hate crime or incident more than once in a 12 month period.

The target on repeat victimisation is challenging due to the nature of repeats, a large proportion of which are perpetrated by different and unidentified offenders. Incidents where the same victim is targeted by different offenders are often linked to victims' occupations – e.g. door staff in the night time economy, police officers, council staff and healthcare staff.

Incidents where the same victim is targeted by the same perpetrator often take place in neighbourhood settings. These incidents tend to be complex and the prejudice usually manifests as part of a larger picture of issues such as ASB, noise, and parking.

Nottingham Hate Incidents Performance Panel (NHIPP)

The NHIPP was established in 2015 to deliver a scrutiny and accountability function as well as learning points from hate crime/incidents. This process has recently been reviewed and the purpose and structure of the panel has now changed. The NHIPP process now focuses on repeat victims of hate crime in line with the partnership target and in the context of the above challenges.

A framework to report on performance has been developed which will use the information collected through NHIPP to monitor performance on repeat victimisation on a monthly basis. The new framework will differentiate between repeat victims where the offender is known or unknown, and monthly reports will be produced outlining the number of cases, their type, interventions deployed and outcomes. A tactical menu has been created to aid this process which sets out the different interventions available for different kinds of cases.

Key Tools and Tactics

The Hate Crime Delivery Plan sets out activity being carried out in this area in detail but the below is a brief outline of some of the key tactics and tools being deployed by Nottingham City Council, in partnership with Nottinghamshire Police and other statutory and voluntary sector partners.

Community Conversations

The Community Conversations programme is a new strand of work, developed through funding from the European Union's Rights, Equality and Citizenship Programme, to facilitate and support meaningful conversations on issues that matter to people 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.

Since April, 38 participants from the voluntary and public sectors representing different sections of the community have been trained and over 600 people have

participated in different types of conversations ranging from planned public events, to impromptu conversations amongst small groups of people.

Why Conversations?

- Because many of the issues facing our communities come from a lack of information and understanding, an inability to put themselves in the shoes of others
- Because our communities tell us they want to control their own narrative instead of the media telling them what to think
- Because people feel unable to speak honestly and are afraid to do so – leading to resentment, conflict and violence
- Because we have more in common than we believe – and speaking to each other helps us discover that

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 come 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. This also links in to the Counter-Extremism agenda and Nottingham City Council has funding from the Home Office for a Counter-Extremism Community Coordinator who is part of a network of similar roles across the country.

The 'Nottingham Together' message is a softer message that enables us to engage citizens who would not normally engage with the 'hate crime' agenda. Coupled with a more focused 'No Place For Hate' narrative, it enables us to complete the picture and approach the issue from both angles reaching different audiences.

Tensions Monitoring Framework

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.

Hate Crime Champions

The Hate Crime Champions Scheme is a new programme, also funded by the European Union's Rights, Equality and Citizenship Programme, to improve the Partnership's response to hate crime and prejudice, and to provide a personal development opportunity to staff. The Scheme aims to establish 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 the NUH Mental Health Trust, Nottinghamshire County Council, universities and voluntary sector organisations.

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.

Aims of the Scheme:

- Improve response to hate crime and ensure victims receive the best possible service
- Help reduce repeat victimisation by enabling early response in incidents
- Enable information and expertise to be distributed across each service area
- Equip colleagues with the skills and knowledge to respond to hate crime
- Increase collaboration across partner organisations

Conclusion

Hate crime is a complex area, heavily influenced by political and social factors on a national and even international level. Activity on hate crime also intersects with other areas of work that the Council carries out particularly the Community Cohesion, Community Engagement and Neighbourhood Management functions and the Counter-Extremism, Prevent and Equalities agendas.

Our approach attempts to centre experiences of our citizens in the local context – as victims, responders, support providers, communities and even perpetrators – and to work with them to tackle challenges associated with hate crime. It is based on the principle that everyone has a role to play in tackling prejudice whether it is as statutory organisations or as communities and individuals. Therefore a lot of our work, as outlined above, focuses on equipping people to do so. This may be by equipping our staff through the Hate Crime Champions programme or by equipping citizens through Community Conversations.

Appendix A: Hate Crime Delivery Plan

Nottingham City Hate Crime Delivery Plan Written: April 2018

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.

Nottingham City Council has three hate crime targets:

- Increase reporting of hate crime
- Reduce repeat victimisation by 20%
- Improve service and outcome for victims

Underpinning the above is a recognition that prevention is key in safeguarding our communities and making long term progress.

This Delivery Plan is divided into 4 parts for effective management:

- Part I: Current and resourced activity
- Part II: Citizens at the Heart (EU funded project)
- Part III: Repeat Victimisation Reduction Plan
- Part IV: Activity not currently resourced

This Plan will be managed by the Cohesion and Hate Crime Sub-Group with updates provided to the CDP executive quarterly and to the CDP board bi-annually. The timescales for the Plan are as follows:

- PI: Ongoing activity managed quarterly
- PII: Two year project running from November 2018 – October 2020
- PIII: Managed quarterly – activities also delivered through P1 and P2
- PIV: Future delivery – to be reviewed 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	Support universities and colleges to tackle hate crime.	NCC, Hate Crime Officer & Student Strategy Manager	Both student unions are now acting as 'reporting centres' with reports going through True Vision. Range of activities delivered by the unions and universities supported by the Partnership for Hate Crime Awareness Week.	
1.2	Increase referrals to Breaking the Cycle – the program for young people exhibiting prejudice or hate - and monitor impact.	Nottinghamshire Police NCC, Hate Crime Officer National Holocaust Centre	Still missing opportunities for referrals but need an evaluation for the programme. Gap in who delivers the pre- and post- sessions which may be a barrier to referrals.	
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	NCC, Equalities and Employment team	Key priority for the next quarter	
2.2	Train staff to recognise and appropriately respond to hate crime.	NCC, Hate Crime Officer	All new CPOs receiving	

			training, Safer Housing trained. CDP certified training delivered by University of Leicester Centre for Hate Studies in January and February. Hate Crime Champions Scheme launched and 204 Champions trained across Council, Police and other partner organisations.	
2.3	Respond to hate crime in the night time economy (NTE) Run a specific campaign in the NTE and integrate tackling hate crime into existing structures and plans where relevant.	Nottingham BID, Not in Nottingham Project Executive Nottinghamshire Police, Insp City Centre NCC, Hate Crime Officer	Not in Nottingham charter launched in September and training ongoing. First comms campaign launched in Oct 2019 with tram stops, CIPs, posters in venues, beer mats.	
2.4	Understand and scope current arrangements for offender management with the view to develop an offering to shift attitudes and behaviours	Nottinghamshire Police, Insp Mark Stanley NCC, Hate Crime Officer Nottinghamshire Police, Hate Crime Officer	Being explored in anticipation of the change in CPS guidelines on out of court disposals and the EU funded project	
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	Communities Inc. NCC, Hate Crime Officer	Delivered by the voluntary sector as well as in partnership between NCC and	

			Police	
3.2	Develop community 'Advocates'/Super Reporters	Communities Inc – Stand By Me project Himmah – ARRM NMWN – Community Ambassadors	Delivery by voluntary sector	
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 NCC, Hate Crime Officer	Delivered quarterly – aim is to move to monthly sessions	
3.4	Increase awareness of reporting methods at education institutes (schools, colleges, universities) Links to 1.1	NCC, Hate Crime Officer & Student Strategy Manager Nottinghamshire Police, Hate Crime Officer	At universities (as above) – not currently in schools and colleges in a uniform way. Police schools officers developing an offering.	
3.5	Development of comms material on reporting hate crime	NCC, Hate Crime Officer & Communications and Marketing Nottinghamshire Police, Communications dept	Three campaigns delivered: a) Reporting campaign funded by the SNB b) 'More in common' – positive messaging through the EU funded project c) Not in Nottingham – NTE by the BID	
4	Improving support for the victims of hate crime			

4.1	Increase referrals to Victim CARE and increase awareness of services offered	Nottinghamshire Police, Insp James Woolley & T/Insp Phil Grimwade Catch 22, Head of Service Victim CARE	Victim CARE input into Police training and tech glitches looked and increase in referrals noted	
4.2	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, Hate Crime Officer Safer Housing team	An input to be provided to the Social Housing Forum and Safer Housing	
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	Delivered on an ongoing basis	
5.2	Deliver calendar of events, specially Hate Crime Awareness Week, including celebrations and commemorations. Share knowledge and best practice on hate crime and keep hate crime and related issues on the public agenda.	NCC, Hate Crime Officer & Community Engagement Equalities Team Nottinghamshire Police, Hate Crime Team	Delivered on an ongoing basis.	
5.3	Ensure effective management and governance of NHIPP (Nottingham Hate Incidents Performance Panel), enabling learning and fast time escalation of identified issues	NCC, Hate Crime Officer	First meeting in the new format held in Dec 2019	
5.4	Implement learnings from the Nottingham Women's Centre led evaluation of the Misogyny hate crime policy	Nottinghamshire Police NCC, Hate Crime Officer Nottingham Women's Centre	Recommendations for services being integrated into training where relevant. NWC developing more interventions on prevention and awareness raising.	

Part II: Citizens at the Heart (EU Funded Project)

This is a two year partnership project funded by the EU and will run from November 2018 – October 2020.

	Activity	Lead	Updates	RAG
6.1	Promote safe bystander Intervention & reporting.	Communities Inc.	Changed to toolkits due to this already being delivered by Communities Inc. Being delivered by Communities Inc.	
6.2	Develop toolkits for crisis comms and community conversations	CATHeart Project Team		
6.3	Deliver a range of targeted activities in neighbourhoods across Nottingham that support citizens to counter prejudiced views and behaviour	NCC, CATHeart Project Officer	More than 600 people have participated in conversations	
6.4	Provide a space for people to have 'difficult conversations' about difference and prejudice	NCC, CATHeart Project Officer	30 facilitators trained to have difficult conversations – details on conversations above	
6.5	Develop 'Shift Experts' in Nottinghamshire Police and Community Protection	Nottinghamshire Police, T/Insp. Phil Grimwade NCC, Hate Crime Officer	204 Champions trained with additional sessions organised for Spring 2020	
6.6	Delivery of a comms campaign on hate crime	NCC, Comms and Marketing & Hate Crime Officer		

6.7	<p>Create Enhanced Options Model for Victims</p> <p>Development of a menu of 'next steps' including the criminal justice route, restorative justice processes, mediation, community support</p>	<p>NCC, Hate Crime Officer Nottinghamshire Police, T/Insp. Phil Grimwade Victim CARE NCH, Community Mediation Service</p>		
6.8	<p>Hold a partnership conference on hate crime, targeting an international audience to share our learning and best practice</p>	<p>NCC, Hate Crime Officer and CATHeart Project Officer Nottinghamshire Police OPCC</p>		
6.9	<p>Evaluate project and share findings</p>	<p>To be commissioned</p>	<p>Commissioned to NTU</p>	

Part III: Repeat Victimisation Reduction Plan

	Activity	Lead	Updates	RAG
7.1	Neighbourhood Disputes – use of mediation and restorative justice options (see 6.6)	As per 6.6	Currently delivered though NCH but only available to NCH residents. RJ available through Victim CARE but low referrals partly due to CPS charging guidelines	
7.2	Greater use of civil enforcement powers and CPOs where relevant – delivered through 6.4 and 6.6	As per 6.4 and 6.6	To be delivered though CATHeart and NHIPP	
7.3	Taxis - Identify ways to prevent and minimise hate crime targeted at taxi drivers and streamline processes for reporting and response	NCC, Hate Crime Officer Nottinghamshire Police	Being delivered by the BID as part of the Home Office funded NTE project	
7.4	Public Transport – Identify points of intervention and deterrence on public transport, and provide reassurance to citizens	To be reviewed – currently no capacity	Deferred	
7.5	Night Time Economy - Develop designing-out-crime solutions and ensure visible messaging around hate crime in relevant places	Nottinghamshire Police, ChInp. City Centre NCC, Hate Crime Officer	See 2.3	
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	NCC, Hate Crime Officer	Long piece of work but progressing in partnership with Nottinghamshire Healthcare Trust	

7.7	Location based hotspots – develop targeted location based interventions. Identified areas for RV include Nottingham North and the City Centre.	NCC, Counter-Extremism Coordinator, Hate Crime Officer & Neighbourhood Management	Delivered as need arises. Ongoing activity in the North of the city with a focus on 'Nottingham Together'	
7.8	Improve response and access to services for trans victims of hate crime	NCC, Hate Crime Officer	Trans awareness training delivered regularly to Police officers and for Hate Crime Champions	
7.9	Identify time period between incidents with maximum potential for impact	Nottinghamshire Police, Analyst CDP, Performance and Insight Analysis	Deferred due to lack of capacity	
7.10	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	Improve response from private sector and businesses Some work ongoing within the voluntary sector - Nottingham Women's Centre through the Safer for Women project.	As above	Some work on this being delivered through 1.2	
8.4	Commissioning/conducting research to understand offender motivations	As above		
8.5	Establish a community led scrutiny process of hate crime cases to improve practice	As above		
8.6	Integrate response to hate crime into the safeguarding framework for children's services and social care	As above		
8.7	Develop reporting and data sharing arrangements with schools to start building a better picture of hate crime in schools	As above		

Appendix B: Consultation

Consultation and engagement activities that have fed into Nottingham City Hate Crime Action Plan (Strategy and Delivery Plan):

Activity/Event	Objectives	Stakeholders Engaged
Discussion at North Locality Team Meeting	Identify issues and actions in Nottingham North	NDOs
Community Protection problem-solving workshop	Bring together expertise and knowledge within CP and involve wider team	Cohesion, Engagement, Neighbourhoods, CDP
Discussions at NAT meetings and meetings with NDOs	Identify local issues and actions	NDOs, local partners and voluntary sector groups
Discussion at Complex Persons Panel	Identify actions on the theme of mental health (identified through RV intelligence analysis)	Colleagues from NCC, healthcare, CP, Victim CARE
Problem-solving workshop at Voluntary Sector Hate Crime Network	Identify solutions to issues and challenges relating to hate crime	Hate crime projects in Nottingham – Victim CARE, Communities Inc, NWC, Nottinghamshire Police, Holocaust Centre, NCH
Discussion at NCC LGBT Network	Identify issues and actions relating to LGBT community	People identifying as LGBT
Discussion at NCC DESN Network	Identify issues and actions for disability hate crime	People identifying as having a disability
Discussion at Social Housing Forum	Identify issues in the housing and neighbourhood context	NCH, NCHA, Metropolitan,
Meetings with transport providers	Identify actions to tackle hate crime on public transport	NCT, NET
Survey at BME Network Conference	Identify level of knowledge and of processes	NCC staff
Voluntary Sector Hate Crime Consultation	Engage voluntary sector projects not currently working on hate crime and widen consultation	Community and voluntary sector organisations and projects

Group discussion with Arab women	Identify issues and concerns for Arab women and provide opportunity to feed into the Plan	Muslim women from Arab backgrounds
Individual meetings	Identify issues and actions, engage wide range of partners in the development of the Plan, ensure Plan and Strategy reflect needs and priorities of communities	Partners, groups and community representatives across all strands of hate crime
Problem-solving workshop in Nottingham North – ‘Building Stronger Communities’	Identify actions to tackle hate crime in the North of the city and to reduce repeat victimisation Engage with communities and groups in the North	Community groups, professionals, residents and volunteers from Aspley, Bulwell, Bulwell Forest, Leen Valley, Basford
Stall at Central Locality Community Event	Engage with and hear from people in Hyson Green	Residents, community groups
Feedback at Women’s Voices event	Identify concerns and possible actions	40-50 women from diverse backgrounds