

# DRAFT Northamptonshire Action Against Hate Strategy 2019-2022

Working Together to Make Northamptonshire Safer



## Who is this document for?

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The Northamptonshire Community Safety Board represents all the public services within Northamptonshire responsible for community safety.

This document is produced at the request of the Community Safety Board, and outlines how we will tackle Hate crime and incidents across Northamptonshire.

Through the delivery of this strategy we will work in partnership and focus on prevention, early intervention and robust enforcement of hate crime and incidents.

We will provide an excellent service to victims and witnesses of hate.

We will empower communities to report incidents of hate and will work alongside communities to encourage community cohesion and tolerance.

Reducing incidents of hate is the responsibility of us all, and in delivering the strategy we will work closely with the communities of Northamptonshire and those services who are able to help and support the coordination of local activity to tackle hate crime and hate incidents.

# Table of Contents

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Who is this document for?.....	1
Table of Contents.....	2
1. Foreword .....	3
2. What do we mean by hate crime and hate incidents? .....	5-6
3. Who are the victims of hate crime and incidents? .....	7
4. Understanding the national and local context.....	8-9
5. Our strategic objectives.....	10
6. Northamptonshire Action Against Hate Plan .....	11-15
7. Governance .....	16

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# 1. Foreword

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*Northamptonshire is a diverse County, in which we can take pride.*

*This strategy seeks to deal with those offenders who decide to personally attack, or commit crime against someone because of the very things that make them who they are.*

*We know that hate crime is under-reported, and we want to empower victims to come forward and report incidents when they occur. We will provide and promote different routes for people to report, and we will develop our offers of support for victims of hate crimes and hate incidents.*

*Through working closely in partnership we seek to have greater recognition of hate crime, correctly identifying when incidents of ASB or Crime are in fact motivated by hate, ensuring that the victims' voice is heard.*

*We will listen to victims and communities and address local concerns often impacted on by national events, and as partners responsible for community safety will take all opportunities to bring communities together, and to coordinate work on the ground to tackle hate crime.*

*Through education and engagement we will make it clear that hatred and crimes motivated by hate have no place in Northamptonshire, and instead instil an ethos of mutual tolerance and respect.*

*Martin Hammond*

*Chair Community Safety Board*

*Our ambition for Northamptonshire is that everyone can live without fear of prejudice, and that through education and community engagement tolerance and acceptance can replace hate*

## 2. What do we mean by 'hate crime' and 'hate incident'?

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Both Hate Crime and Hate Incidents are motivated by hatred of a personal characteristic or perceived characteristic of the victim. Characteristics recognised and recorded by central government are

- Race or perceived race
- Religion or perceived religion (or no religion)
- Sexuality or perceived sexuality
- Transgender or perceived transgender
- Disability or perceived disability

The two locally recognised characteristics are:

- Individual characteristics (alternative lifestyles, dress style, physical appearance, culture)
- Gender based hostility

### **Definition of a Hate Incident**

A Hate Incident is any non-crime (anything which is not a criminal offence, and for which a person cannot be prosecuted) which is perceived by the victim or any other person to be motivated by a hostility or prejudice based on a person's race or perceived race, religion or perceived religion, sexual orientation or perceived sexual orientation, person's disability or perceived disability, or against a person who is transgender or perceived to be transgender.<sup>1</sup>

### **Definition of a Hate Crime**

The police and the Crown Prosecution Service have agreed the following definition for identifying and flagging hate crimes:

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<sup>1</sup> Hate Crime Operational Guidance – College of Policing 2014

"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 disability or perceived disability; race or perceived race; or religion or perceived religion; or sexual orientation or perceived sexual orientation or transgender identity or perceived transgender identity."<sup>2</sup>

Legislation<sup>3</sup> allows prosecutors to apply for an uplift in sentences for those convicted of hate crime.

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<sup>2</sup> <https://www.cps.gov.uk/hate-crime>

<sup>3</sup> sections 28-32 of the Crime and Disorder Act 1998 and sections 145 and 146 of the Criminal Justice Act 2003

### 3. Who are the victims of Hate Crime and Incidents

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Anyone of any age or gender can become victims of hate crime or incidents, and similarly anyone can be an offender.

Whether male or female, old or young, victims are targeted because of something which is part of who they are. Through the National Crime Survey for England and Wales race related hate crime accounted for over 50% of hate crime, with higher rates of victimisation found amongst younger, male, non-white persons<sup>4</sup>.

Local police data<sup>5</sup>, where information on the victim is known, show that there are higher percentage of victims aged between 25-44, victims are more likely to be BAME, and similar levels of male and female victims were seen.

Offenders of Hate Crime are often not always known to the victim, and in many incidents hate incidents and crimes occur where the offender is a stranger. Victims can become repeat victims, especially where the offender is known to them as an acquaintance, e.g. neighbour, colleague.

Being a victim of Hate Crime can have a lasting impact on victims due to the personal nature for which the victim is targeted.

Where close community links are present, the wider impact of Hate Crime is felt amongst the broader community. Where national and local media report of Hate Crime or Incidents, the effect of this can be felt amongst local communities.

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<sup>4</sup> HM Government Against Action Hate The UK Government's plan for tackling hate crime – 'two years on' October 2018

<sup>5</sup> Northamptonshire Police Profile on Hate Crime and Hate Incidents November 2018



## 4. Understanding the national and local context

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### National Context

Statistics from the Home Office<sup>6</sup> show a 17% rise in reported hate crime between 2016/17 – 2017/18. Year on year increases in recorded hate crime have been seen with figures doubling from 42,255 in 2012/13 to 94,098 in 2017/18. It is thought the increase is due to improvements in police recording, however spike in hate crime follow national events such as the EU referendum and the terrorist attacks in 2017. The Crime Survey England and Wales would suggest that there is an increase in willingness to report to the police, with 53% of hate crime incidents coming to the attention of the police, which is above the all crime figure of 40%.

Nationally Race continues to be the most common motivator for hate crime, with 71,251 offences nationally in 2017/18. The greatest % increase in hate Crime from 2016/17 to 2017/2018 was seen within the Religion hate crime strand showing an increase nationally of 40%.

The National reports from the government make four key points:

- Hate Crime is increasing.
- Hate Crime is under reported.
- Hate Crime victims are more likely to be emotionally affected.
- Hate Crime victim police satisfaction levels are lower than other crime types nationally

### Local Context

A local profile of hate crime and hate incidents was produced by Northamptonshire Police in November 2018.

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<sup>6</sup>: [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/748598/hate-crime-1718-hosb2018.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/748598/hate-crime-1718-hosb2018.pdf)

This shows that in 2017/2018 Northamptonshire saw a 27.6% increase in hate crime, which is above the National average. In line with national statistics nearly 75% of hate crimes were motivated by Race. The volume of occurrences locally in Northamptonshire for 2017/2018 are provided in the table below.

	Volume of Occurrences	Percentage
Racial	2075	72.3%
Disability	302	10.5%
Sexual Orientation	283	9.9%
Religious	186	6.5%
Other	126	4.4%
Transgender	65	2.3%

The most common offence type recorded, where it was motivated by hate, was public order offence – accounting for 39.1%, followed by violence without injury, accounting for 23.2%.

Consideration should also be given to the transient and settled Gypsy, Roma or Traveller communities within the County as victims of hate crime and incidents. As Northamptonshire follows a national trend in an increase in unauthorised encampments, from 209 in 2016 to 242 in 2018, it is believed that hate crime and incidents amongst GRT communities are under-reported.

## 5. Our strategic objectives.

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### Strategic Aim

Hate crime and incidents cause significant harm to those who are directly victimised and to the wider community. They effect community cohesion, and have the ability to impact on wider Community Tensions. It is widely accepted that incidents of hate, and hate crime are nationally and locally under reported.

Our Strategic Aims are in line with the five themes contained within the HM Governments plan for tackling hate<sup>7</sup> and are contained within the following objectives. Through adopting a problem solving approach and placing significant emphasis on community engagement;

- We will focus on preventing hate crime –through education, early intervention and challenging beliefs and attitudes.
- We will increase the reporting of hate crime – by working with our communities, encouraging cohesion.
- We will work in partnership and focus on early intervention and robust enforcement of hate crime and incidents.
- We will improve our service to victims and witnesses of hate.
- We will improve our understanding of hate crime in the County in order to respond appropriately to hate crime within our communities

The strategy will demonstrate improved outcomes for our:-

**Local communities** – we will work with communities to identify victims of hate at the earliest opportunity, understand their needs and provide efficient and effective services that meet their needs. We will hold perpetrators to account for their behaviour and offer them opportunities to change their behaviour.

**Local partner agencies** – we will be able to understand and have a clear direction on how we support victims of hate including the emphasis on taking action as early as possible and how to deal efficiently with those responsible for hate in their neighbourhoods.

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<sup>7</sup> HM Government Against Action Hate The UK Government’s plan for tackling hate crime – ‘two years on’ October 2018

Partners need to develop some baseline measures that evidence changes brought about as a result of the strategy.

## 6. Northamptonshire Action Against Hate Plan

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In order to achieve the strategic aims the following activity has been identified.

### **Prevention and Early Intervention**

Ensuring a holistic approach to tackling hate which emphasises prevention and changing behaviour. Early intervention, and problem solving must be considered as a core theme throughout all of these objectives.

Early intervention involves taking action as soon as possible to tackle problems that have already emerged, with the aim of preventing them from developing. We want to focus our efforts on preventing hate incidents or tackling them at an early stage, through a number of key activities:

1. We will pro-actively engage communities in an effort to build community cohesion across all races, faiths, disabilities, sexual orientation, gender identities and lifestyles. Enabling and supporting local communities to develop relationships to gain greater awareness and understanding of different cultures, beliefs, abilities and lifestyles, therefore improving tolerance. We will focus on community engagement to better understand the County's diverse make up, to enable services to support community cohesion at local level by understanding difference.
2. We will provide recreational, sporting and cultural projects to enable positive engagement opportunities to encourage integration. Activities should be developed locally and in conjunction with potential participants. Local residents and volunteers should be used where possible to help embed activities within communities and sustain engagement through incentivising them to lead or coach groups in their activities.

3. We will work with children and young people (0-19yrs or up to 25yrs with special educational needs), as well as local universities to encourage positive attitudes and behaviour towards all members of the community. Discouraging discrimination at a young age is essential. Engagement with schools, higher education and youth services through, for example appropriate PSHE curriculum or life skills work is key to building tolerance and developing respectful citizens.
4. We will encourage education establishments to accurately record hate incidents and establish mechanism to share this information.
5. We will work with educational establishments in ensuring they have appropriate procedures in place to deal with hate.
6. We will actively promote and encourage online safety and raise awareness of the impact of cyber bullying. Many hate incidents and crimes occur online but the impact can be equally as harmful and should therefore be dealt with, with the same level of response.
7. We will utilise early help services available within the County to support the diversion of hate offenders away from future offending.
8. We will ensure appropriate pathways are put in place, and identify any commissioning gaps.
9. We will work in partnership with our communities to understand community tensions following any local or national events which have the potential to increase hate crime locally. We will ensure communications focus on containing and reducing tensions and local incidents.
10. We will coordinate the work of the Northamptonshire Action Against Hate Strategy with the Northamptonshire County Partnership preventing radicalisation and extremism strategy.

### **Case Management**

The Partnership has previously invested in a case management system, E-CINS. This system enables multiple agencies to use one hub for case management and the sharing of information around hate incidents/crime, as well as other areas of community safety work. The partnership recognises the important of multiagency case management and the technology to support this.

1. A review will be conducted as to continued investment including resources around training, and sharing of best practice for its use.
2. In delivering the strategy, the partnership commits to utilising existing case management processes, (Hate and ASB action Groups- HASBAGs) in the County for managing more complex multi-agency hate cases, and will ensure that these processes are reflected across the County. Adopting partnership problem solving is key to this.

### **Support services for victims**

Voice for Victims and Witnesses is a locally commissioned service, commissioned from Northamptonshire Office of Police, Fire and Crime Commissioner. Voice offers a range of practical and emotional support to both adult and child victims and witnesses of crime. As of the 1 April 2019 VOICE is commissioned to provide these services to all hate crime victims and to hate incident victims where there are high risk, vulnerability or repeat factors.

1. We will ensure support services for victims of hate crime are designed to provide long term, quality service that meets their needs, particularly in relation to emotional support, confidence-building and onward support.
2. The delivery of this strategy will include ensuring that the victim service commissioned meets local needs.
3. We will provide a victim focused service that has a robust approach to assessing the support needs of victims and addressing any safeguarding issues.

### **Dealing with perpetrators**

1. We will utilise all available powers in a timely fashion to ensure effective management of perpetrators of hate crime and incidents.
2. We will ensure that agencies are aware of their powers, and will promote successful prosecutions to build public confidence in reporting.

3. We will build a library of support services for offenders to address underlying problems affecting offending behaviour. This will be available to those involved in the management of offenders, to ensure support services are appropriately considered alongside enforcement
4. We will proactively promote positive enforcement stories, to deter offenders and demonstrate to communities that hate crime and Incidents will be taken seriously.

### **Collaborative working**

1. We will use national best practice to better understand causal factors of hateful behaviour, to inform local responses, and make best use of national resources.
2. We will work to a set of common service standards agreed by the Community Safety Board and will devise mechanism to access compliance.
3. We will work with communities to empower reporting of hate crime and incidents to the police. It is recognised that we should enable alternative reporting mechanism and we will promote third party reporting venues across the County to local communities.
4. We will undertake satisfaction surveys of victim of hate crime and incidents and put processes in place to address and improve service delivery and satisfaction levels.
5. We will have information sharing agreements and protocols in place to ensure appropriate flow of information to tackle hate crime and incidents.
6. We will undertake a knowledge and skills audit around hate crime to assess and partnership training requirements for front line staff.
7. We will coordinate partnership media campaigns to raise awareness of hate crime, its impact and how to report it.

8. We will utilise opportunities to work with academic establishments to evaluate partnership activity relating to hate crime/incidents.
9. We will ensure that all partner agencies have a hate crime single point of contact for coordinating activity across the Partnership.
10. We will make best use of resources by joining up approaches to national weeks / days of action and opportunities to bring services and different communities together.

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## 7. Governance

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Northamptonshire Community Safety Board currently identifies hate crime as being one of its priorities. There is an expectation that the Community Safety Board will take lead on the governance for the Action Against Hate Strategy for Northamptonshire 2019-2022.



