



Cambridgeshire
Police & Crime
Commissioner

To: Business Coordination Board

From: Chief Constable

Date: 24 March 2015

HATE CRIME

1. Purpose

1.1 The purpose of this paper is to provide an update to the Business Co-ordination Board ("the Board") on the Cambridgeshire Constabulary ("the Constabulary") Hate Crime Strategy, and the operational implementation of this strategy.

2. Recommendation

2.1 The Board is invited to note the contents of the report.

3. The Definition of Hate Crime and Hate Crime Incidents

3.1 There are five monitored strands of hate crime:

- Disability
- Race
- Religion
- Sexual orientation
- Transgender

3.2 A hate crime is any criminal offence which is perceived, by the victim or any other person, to be motivated by hostility or prejudice based on another person's actual or perceived race, religion, sexual orientation, disability or because they are transgender. Victims can also be targeted as a result of other hate-related hostilities, for example age or belonging to a sub-culture.

Oversight and Governance

- 3.2 The Constabulary's lead for Hate Crime is Detective Superintendent Kevin Vanterpool.
- 3.3 A Hate Crime Steering Group (HCSG) was set up in 2014 to support the tactical delivery of the Hate Crime Authorised Professional Practice and to share and disseminate learning and best practice tackling hate crime.
- 3.4 Accountability for delivery of the Constabulary's Hate Crime Strategy sits with the HCSG which sits quarterly. The membership of this group is made up of officers and staff from the Constabulary, some Community Safety Partnership (CSP) representatives, Third Sector representatives covering protected characteristics such as race, disability, sexual orientation and Transgender and the Eastern Region Crown Prosecution Service (CPS).
- 3.5 Progress against key aspects of the Hate Crime Strategy is monitored through the Constabulary Hate Crime Delivery Plan.

4. Prejudice Incidents / Hate Crime Reporting

- 4.1 Data on prejudice incidents reported in Cambridgeshire in the twelve months prior to the end of January 2015, and between October and December 2014, are provided at Appendix A.
- 4.2 Data on hate crimes reported in Cambridgeshire in the twelve months prior to the end of January 2015, and between October and December 2014, are provided at Appendix B.
- 4.3 The Crime Survey for England and Wales carried out in 2013 indicated that there was significant under-reporting of hate crime across all of the protected characteristics. This pattern has been backed up by other significant studies (The Gay British Crime Survey 2013; Hidden in Plain Sight (EHRC – 2011).
- 4.4 It can be seen from the data provided at Appendices A and B that there appears to be significant under reporting of prejudice incidents and hate crime across the protected characteristics covering disability, sexual orientation, Transgender and faith.
- 4.5 In 2014, a Lesbian, Gay, Bi-Sexual, Trans or Questioning (LGBTQ) needs assessment was funded and commissioned by Cambridgeshire County Council and South Cambridgeshire District Council and carried out by ENCOMPASS (a not-for-profit umbrella body for voluntary and community organisations in Cambridgeshire that serve the needs for people of a minority sexual orientation or gender identification). This indicated that 89% of those surveyed from the LGBTQ community did not report homo-bi or transphobic incidents to the police, for a variety of reasons.
- 4.6 Part of the Hate Crime Strategy and one of the key objectives in the Police and Crime Plan is to promote True Vision, a free online reporting portal owned and administered by the Ministry of Justice. It also contains many useful educational resources to increase awareness of many elements of hate crime. There have been two drives in 2014 to promote this by producing post cards and posters for distribution to publicise True Vision. This has led to an increase in the number of reports made to True Vision in Cambridgeshire.

- 4.7 Despite apparent under reporting of hate crime, recorded hate crime in Cambridgeshire rose by 53% if the 12 months ending January 2015 are compared to the twelve months ending January 2014. For the rolling twelve months to end of January 2014 there were 316 recorded hate crimes. For the rolling twelve months to end of January 2015 there were 484 recorded hate crimes.
- 4.8 Between 1st April and 24th December 2014, 29 True Vision reports were received by the Constabulary. This compares to 18 made in 2012-13 and 23 made in 2013-14. This shows an improvement but there is still further work to do to promote True Vision.
- 4.9 An available online reporting facility, supported by a dedicated helpline staffed by operators who can speak several languages is 'Stop Hate UK'. In the last month Stop Hate UK have been publicising a helpline offering advice, support and telephone-based advocacy to victims of Lesbian, Gay, Bisexual and Transgender Hate Crime. The service has been funded until March 2016 by the Equality and Human Rights Commission and will operate across England, Scotland and Wales. Given under reporting for sexual orientation and Transgender hate crime, there is a need to publicise this helpline in Cambridgeshire, in order to promote reporting of hate crime from the LGBT community. Care will need to be taken to ensure this does not negate efforts to promote True Vision, especially as the funding for the Stop Hate UK helpline will cease in March 2016.
- 4.10 Given the low levels of reporting of hate crime and fact that True Vision does not cater for all victims' needs, other methods are required to encourage people to come forward to report hate crimes and incidents.
- 4.11 Since September 2014, three hate crime events have been held in Wisbech. These have been initiated by the Constabulary and supported by Fenland District Council. The purpose of these events was to secure partnership buy in to a pilot third party reporting scheme in Fenland, which was officially launched in March 2015.

5. Partnership Working

- 5.1 The Cambridge City Community Cohesion Unit (CCU) has been instrumental in developing and promoting the Constabulary's relationship with VoiceAbility over the past 12 Months. VoiceAbility is a Cambridgeshire countywide charity providing advocacy and support for people with disabilities (excluding Peterborough). This led to VoiceAbility becoming a standing and valuable member of the Constabulary's HCSG Further, the Constabulary have become active contributors to the work of VoiceAbility, with a particular focus on Disability Hate Crime.
- 5.2 Tangible success has been delivered by the CCU managing on-going Muslim community tensions and, in particular, the response to hate crime directed at a local Mosque. The response to this crime was driven by the CCU and resulted in a local man being convicted of a religiously aggravated crime.
- 5.3 The Peterborough Hate Crime Team has also been involved in partnership and community engagement – for example attending local meetings with LGBT groups and engaging with the Guide Dogs for the Blind Association (GDFBA). Work with the GDFBA has led to a Service Level Agreement being signed up at ACPO level across the Strategic Alliance (the Constabulary, Bedfordshire Police and Hertfordshire Constabulary),

which sets out the level of service the owner of a guide dog can expect if attacked by another dog.

- 5.4 Safer Peterborough Partnership funds a hate crime co-ordinator/officer post, to deliver community engagement work in the City, and Officers and staff from Peterborough play a key role in the Hate Crime Task and Finish Group.
- 5.5 In Huntingdonshire, East Cambridgeshire and South Cambridgeshire, whilst not a specific CSP priority, hate crime and community cohesion continue to be considered and responded to through existing tasking and co-ordination processes.

6. Police and Crime Commissioner's Outreach Workers' Initiatives

- 6.1 A rolling session focusing on hate crime has been delivered by the Police and Crime Commissioner's Outreach Worker via Personal, Social and Health Education (PSHE) sessions in Ken Stimpson Community School in Werrington to Year 7, Year 10 and a small number of Year 11 students. The aim of this session was to understand people's perceptions and understanding of hate crime, and how students feel awareness and reporting of hate crime could be promoted amongst young people.
- 6.2 The understanding of what the term "hate crime" means is not fully understood by students. Also, very few had had heard of the term hate crime, and for those that had they did could not give an appropriate definition. When asked if they had heard of racism or homophobia, everyone had, and they were able to give a definition. What is clear from this is that the different protected characteristics are understood, yet when promoted as a "hate crime" rather than for instance, a racist crime, the understanding is lost.

7. Victims' Hub; Victim Satisfaction; Online Survey Updates

- 7.1 In Cambridgeshire we carry out an Initial Victim Needs Assessment when we take all crime reports. Therefore we are more likely to identify victims of hate crime who have needs and therefore require a referral to the police-led Victims' Hub. Staff in the Hub are trained to support victims who are vulnerable, intimidated or persistently targeted and are able to co-ordinate appropriate support for local services. One Victim Care Co-ordinators has been trained to become a Hate Crime Champion to provide more specialist support. The staff also supportively sign post victims to a multitude of other support services.
- 7.2 Satisfaction data for victims of racist incidents to year end on 31st January 2015 indicates that 81.4% of respondents were at least fairly satisfied with the whole experience in their interactions with the Constabulary covering ease of contact, police actions, follow up and treatment. This compares to a baseline of 78.9%.
- 7.3 The Policing in Cambridgeshire (PIC) surveys do not cover the experiences of victims of hate crime other than victims of racist incidents. For that reason, the Constabulary piloted online surveys in May of 2014 in order that the experiences of victims of hate crime for other protected characteristics could be obtained. The pilot was reviewed in late 2014. Despite trying to market the survey with partners via the HCSG, there was not a large uptake of respondents. Further, given the low number of reports of hate crimes for those other protected characteristics, it was difficult to obtain any

meaningful data to improve service delivery. As a result, the online survey pilot has been discontinued.

8. Criminal Justice Outcomes

8.1 From the data provided by Eastern CPS region in relation to successful convictions of hate crimes, it is evident that an extremely low number of hate crime cases go through the courts in Cambridgeshire and the region as a whole. However the conviction rate for both Cambridgeshire and the Eastern Region is higher than the national average.

8.2 It is of note that data for Q1 & Q2 (2014-15) indicate no hate crimes based on religion or sexual orientation (classified as 'homophobic' in the CPS data) went through the courts, and one disability hate crime was taken to court. The same trend can be identified for other Eastern counties but it is most pronounced in Cambridgeshire based on the data available. These low levels have been the subject of discussion with both partners and the CPS at the HCSG.

8.3 Prosecutions Probable re Hate Crimes (source CORA – 9th February 2015)

| | Jan 14 | Feb 14 | Mar 14 | Apr 14 | May 14 | Jun 14 | Jul 14 | Aug 14 | Sep 14 | Oct 14 | Nov 14 | Dec 14 | Jan 15 |
|---------------------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
| Total Crimes | 28 | 20 | 33 | 30 | 47 | 53 | 72 | 45 | 30 | 44 | 38 | 45 | 41 |
| Total Detections | 16 | 7 | 4 | 16 | 13 | 13 | 15 | 16 | 13 | 15 | 10 | 7 | 18 |
| Detections rate (%) | 57.1 | 35.0 | 12.1 | 53.3 | 27.7 | 24.5 | 20.8 | 35.6 | 43.3 | 34.1 | 26.3 | 15.6 | 43.9 |

8.4 The majority of cases above have resulted in prosecutions in court, with 2 cases dealt with by way of Final Warning (a now discontinued outcome type) and 11 by way of community resolution. This is evidence of the seriousness with which the Constabulary deals with hate crime.

9. Future Work

9.1 One way of helping to embed Third Party Reporting in Fenland will be the use of Police Service Volunteers (PSVs). Once the launch of Third Party Reporting has taken place in Fenland, the next stage will be to scope the possibility of using PSVs to build relationships between existing members of the scheme and the community, and to promote the work of the scheme to help sustain it in the longer term.

9.2 Discussion is taking place with the Public Contact Collaboration Team to take account of the needs of victims of hate crime as online reporting processes are developed through collaboration projects, and to ensure that vulnerable victims of hate crime still have the facility to speak to a call handler. (not keen on this)

9.3 The Constabulary will continue to embed College of Policing operational guidance on hate crime and update the Hate Crime Strategy to take account of this guidance.

- 9.4 Through the HCSG, the Force is working strategically with other partners to continue to deliver against the Hate Crime Strategy, with particular emphasis on improving the level of reporting. This will be achieved through a combination of increasing staff awareness (both Constabulary and partners) of how to identify some of the more hidden hate crime strands, use of third party reporting centres/pathways, and more effective online reporting solutions.
- 9.5 The Constabulary will publicise and promote the Stop Hate UK helpline for the LGBT community.

10. Recommendation

- 10.1 The Board is invited to note the contents of the report.

BIBLIOGRAPHY

| | |
|-------------------------------|---|
| <p>Source Document</p> | <p><i>Hate Crime Operational Guidance</i>, College of Policing http://www.college.police.uk/What-we-do/Support/Equality/Documents/Hate-Crime-Operational-Guidance.pdf#search=hate%20crime</p> <p><i>Cambridgeshire Constabulary Hate Crime Strategy 2013-16</i></p> <p><i>Hate Crime: England and Wales 2014-14</i>, Home Office https://www.gov.uk/government/statistics/hate-crimes-england-and-wales-2013-to-2014</p> <p><i>Eastern Region CPS Performance Data (Q1 & Q2 2014-15)</i></p> <p><i>Cambridgeshire Constabulary Statement of Intent</i></p> |
| <p>Contact Officer</p> | <p>T/DI Dan Pawson, Crime Business Area, Investigations Directorate, Cambridgeshire Constabulary</p> |

Appendix A – Cambridgeshire Prejudice Incident Data

Incidents with Prejudice Marker (12 months ending January 2015)

| | |
|---------------------------|------------|
| Prejudice Disability | 14 |
| Prejudice Honor Based | 7 |
| Prejudice Racial | 250 |
| Prejudice Religious | 12 |
| Prejudice Sex Orientation | 30 |
| Prejudice Transgender | 7 |
| Total | 320 |

Incidents with Prejudice Marker (October – December 2014)

| | |
|---------------------------|-----------|
| Prejudice Disability | 2 |
| Prejudice Honor Based | 1 |
| Prejudice Racial | 53 |
| Prejudice Religious | 1 |
| Prejudice Sex Orientation | 4 |
| Prejudice Transgender | 1 |
| Total | 62 |

Appendix B – Cambridgeshire Hate Crime Data

Racially/religiously aggravated crimes, and crimes with raised with Hate marker (12 months ending January 2015)

| | |
|-----------------------------|------------|
| HATE – AGE | 1 |
| HATE - DISABILITY | 13 |
| HATE - FAITH/REL | 17 |
| HATE - GENDER - TRANSPHOBIC | 4 |
| HATE - LEARNING DIFF OR DIS | 6 |
| HATE – RACE | 369 |
| HATE - SEXUAL ORIENT | 25 |
| HONOUR BASED VIOLENCE | 12 |
| <i>Not specified</i> | 29 |
| Total | 476 |

Racially/religiously aggravated crimes, and crimes with raised with Hate marker (October – December 2014)

| | |
|-----------------------------|------------|
| HATE – AGE | 0 |
| HATE - DISABILITY | 4 |
| HATE - FAITH/REL | 2 |
| HATE - GENDER - TRANSPHOBIC | 2 |
| HATE - LEARNING DIFF OR DIS | 3 |
| HATE – RACE | 92 |
| HATE - SEXUAL ORIENT | 6 |
| HONOUR BASED VIOLENCE | 3 |
| <i>Not specified</i> | 5 |
| Total | 117 |