

AUDIT AND GOVERNANCE COMMITTEE

6 August 2015



Report of: **Audit and Governance Committee**

Subject: **DRAFT FINAL REPORT – HATE CRIME IN
HARTLEPOOL**

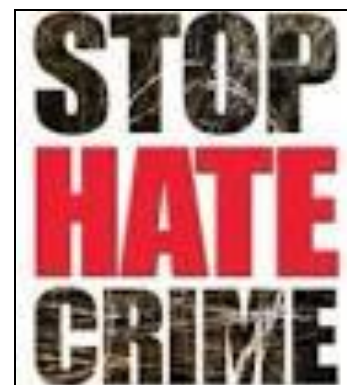
1. PURPOSE OF REPORT

- 1.1 To present the findings of the Audit and Governance Committee following its investigation into Hate Crime in Hartlepool.

2. SETTING THE SCENE

- 2.1 In fulfilling the requirements of the Police and Justice Act 2006, the Council's Audit and Governance Committee, explored potential issues for consideration under its statutory crime and disorder scrutiny responsibilities.

- 2.2 The Committee was aware of the requirement within the 'Council Plan' for the Safer Hartlepool Partnership (SHP) to 'create confident, cohesive and safe communities' and noted with interest that:-



- i) A key action identified to achieving this was the improvement of reporting, recording and responses/interventions to vulnerable victims and victim of hate crime;
- ii) Public consultations undertaken during the formulation of the Community Safety Plan, had shown that residents felt the following actions needed to be undertaken to address hate crime in Hartlepool:
 - Greater community engagement and integration;
 - Improved intelligence gathering through Neighbourhood Policing;
 - Improved confidence and facilities for reporting hate crime; and
 - Promotion of greater specialist support services to victims of crime.

- 2.3 Whilst it was recognised that the SHP continues to work to better understand the true impact of hate crime across the communities of Hartlepool, and the issues facing vulnerable groups, the Committee noted with concern that there had been an increase in the levels of reported hate crimes during 2013/14 (compared to the baseline year 2012/13).
- 2.4 On this basis, the Committee at its meeting on the 7th August 2014 identified 'Hate Crime' as its chosen topic for investigation during 2014/15, with all five of the identifiable strands of Hate Crime to be looked at.

3. OVERALL AIM OF THE SCRUTINY INVESTIGATION

- 3.1 The overall aim of the Scrutiny investigation was to gain an understanding of the level and impact of hate crime in Hartlepool, looking closely at how we deal with disability, race, religion, sexual orientation and transgender hate crimes in our communities.

4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION

- 4.1 The Terms of Reference for the Scrutiny investigation were as outlined below:-

- (a) To gain an understanding of:
- The level and impact of hate crime in Hartlepool and how it compares to the national picture; and
 - The role and responsibilities of the local authority, and its partners, in relation to the prevention and punishment of hate crime.
- (b) To examine how disability, race, religion, sexual orientation and transgender hate crimes are dealt with in Hartlepool and how partners work together in their prevention and punishment.
- (c) To gain an understanding of national and local strategies/legislation in relation to the prevention and punishment of hate crime.
- (d) To gain an understanding of the impact of current and future budget pressures on the way in which services to prevent and punish hate crime in Hartlepool are provided.
- (e) To explore good practice being implemented elsewhere in relation to the prevention and punishment of disability, race, religion, sexual orientation and transgender hate crime.
- (f) To seek the views of those individuals and communities that have experienced, or live in fear of, hate crime in Hartlepool.

5. MEMBERSHIP OF THE AUDIT AND GOVERNANCE COMMITTEE

5.1 The membership of the Audit and Governance Committee was as detailed below:-

Councillors Ainslie, S Akers-Belcher, Cook, Martin-Wells, Thompson, Sirs and Springer.

Standards Co-opted Members; Mr Norman Rollo and Ms Clare Wilson.
Local Police Representative: Chief Superintendent Gordon Lang.

6. METHODS OF INVESTIGATION

6.1 Members of the Audit and Governance Committee met formally on three occasions between the 21 August 2014 to 19 February 2015 to discuss and receive evidence relating to this investigation. A detailed record of the issues raised during these meetings is available from the Council's Democratic Services.

6.2 A brief summary of the methods of investigation are outlined below:-

- (a) Detailed Officer reports supplemented by verbal evidence;
- (b) Town wide Hate Crime Questionnaire;
- (c) Site visit facilitated by the Asylum Seekers and Refugee Group to discuss the issue and assist in the completion of the Hate Crime Questionnaire;
- (d) Evidence received from representatives including:
 - Police;
 - Crown Prosecution Service; and
 - Housing Hartlepool.
- (e) Evidence received from the Police and Crime Commissioner for Cleveland;
- (f) Leader of the Council (also Chair of the Safer Hartlepool Partnership and Chair of the Finance and Policy Committee);
- (g) Evidence / input was sought from Voluntary and Community Sector and other groups, including:
 - Hart Gables
 - Hartlepool Independent Advisory Group (IAG)
 - In – Controllable
 - Harbour

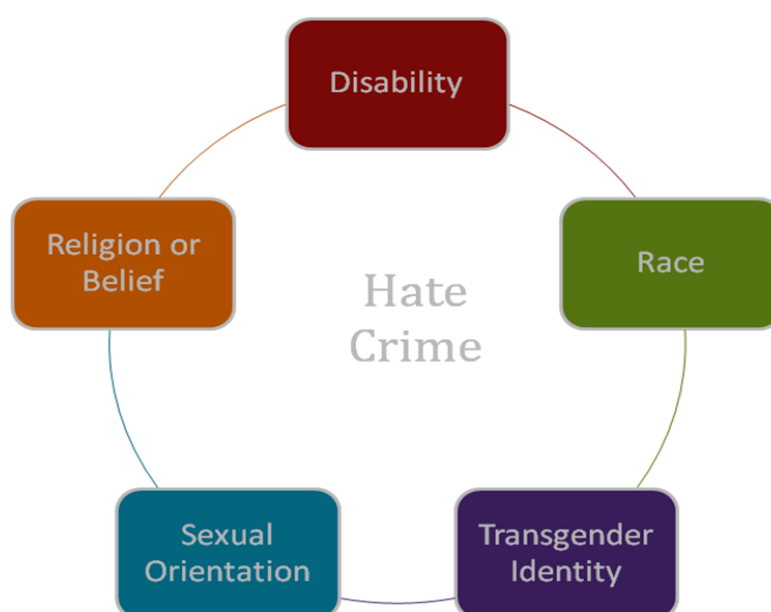
- Hartlepool MIND
 - Centre for Independent Living
 - Integrated Transport Services
- (h) Representatives of minority communities of interest or heritage (including those who have been victims of hate crime or live in fear of it):
- Salaam Community Centre;
 - Hartlepool Chinese Association;
 - Hartlepool Special Needs Support group;
 - Learning Disabilities Partnership Board;
 - Hartlepool Carers;
 - Blind Welfare;
 - Hartlepool Deaf Centre;
 - Vulnerable Victims of Crime Steering Group; and
 - Young Victims of Crime Steering Group.
- (i) Examples of Good Practice;
- (j) Local residents; and
- (k) Ward Councillors.

FINDINGS

7 WHAT IS A HATE CRIME?

- 7.1 As a starting point for its investigation, the Committee explored the definition of Hate Crime and considered with interest the differentiation between a Hate Crime and Hate Incident.

A **Hate Crime** being 'any crime that is targeted at a person because of hostility or prejudice towards that person's:-

Table 1 – The 5 Strands of Hate crime

A **Hate Incident** being '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.'

- 7.2 In considering each of the five strands of Hate Crime identified above, the Committee learned that Hate Crime relates not only to 'the person' but also 'property'. Members noted with concern that a victim of Hate Crime did not have to be a member of the group at which the hostility is targeted and recognised that **anyone** can be a hate crime victim.

8 THE NATIONAL AND LOCAL PICTURE

- 8.1 The Committee felt that it was essential to obtain a clear understanding of the national position in relation to Hate Crime, against which local data and performance activity could be effectively compared. On this basis, the Committee, at its meeting on the 13th November 2014, welcomed a detailed 'setting the scene' presentation by the Council's Community Safety and Engagement Manager. The presentation informed discussions in relation to national data and generated initial views and comments regarding local issues, performance and activities.

The National / Regional Position

- 8.2 The Committee was advised that National statistics showed that those committing these crimes were white males between 19 and 24 and 45 to 55 years old. It was highlighted that in 2013/14 a total of 44,480 hate crimes had been reported nationally, representing a 5% increase since 2012/13, with Home Office statistics showing that the vast majority of recorded hate

crime related to race (84%). Table 2 below provides a breakdown of these figures across the five identified strands of hate crime.

Table 2 – National Data 2013/14 (Home Office - October 2014)

| Hate Crime Type | Incidents in 2013/14 | % Increase Since 2012/13 |
|--------------------|----------------------|------------------------------|
| Race | 37,484 | 4% |
| Sexual Orientation | 4,622 | 8% |
| Religion/Faith | 2,273 | 45% |
| Disability | 1,985 | 8% |
| Transgender | 555 | 54% |
| Total | 44,480 | 5% (overall increase) |

- 8.3 Drilling down in to the data, the Committee found that the upward national trend in reported Hate Crime was reflected in Cleveland Police data, with 370 hate crimes reported in 2013/14, compared to 287 in 2012/13. Table 3 over the page again breaks down these figures across the five identified strands of hate crime.

Table 3 – Cleveland Data 2013/14 (Association of Chief Police Officers)

| Hate Crime Type | No of Hate Crimes | |
|--------------------|-----------------------------------|------------|
| | 2013/14 (% Increase from 2012/13) | 2012/13 |
| Race | 309 (+16%) | 266 |
| Religion/Faith | 23 (+1050%) | 2 |
| Sexual Orientation | 21 (+163.5%) | 8 |
| Transgender | 9 (+50%) | 6 |
| Disability | 8 (+60%) | 5 |
| Total | 370 (+33%) | 287 |

- 8.4 Members noted that the overall increase in reported hate crime for Cleveland in 2013/14 equated to 33%, compared to a 5% increase nationally. It was also noted that:-
- i) The majority of hate crimes reported both nationally and in Cleveland, related to race. Increasing by 4% nationally and 16% in Cleveland, when compared to the previous year;
 - ii) In Cleveland:

- Religion/faith, rather than sexual orientation, is the second most frequently reported strand of hate crime, with disability and transgender hate crime least frequently reported;
- A large amount of race hate crime centred on drunken arguments where race was thrown into the mix; and
- The largest percentage increase in reported hate crime related to religion/faith, followed by sexual orientation. This compared to the largest percentage increase nationally for transgender, followed by religion/faith hate crime.

8.5 In considering the data, Members accepted that increases may be as a result of improvements in education and awareness, encouraging people to report instances that they may not have in the past. However, it was noted that the level of unreported hate crime is still very much an issue nationally, as demonstrated by a variety of surveys:

- Crime Survey for England and Wales showed that **43% of personal hate crimes are not reported to the police.**
- Stonewall Gay British Crime Survey showed that over **75% of LGBT victims do not report it to the Police.**
- MENCAP Survey showed that **88% bullied in previous 12 months** (and one third on a daily basis) and **23% have been physically assaulted within public places** (street/public transport).

8.6 In considering why victims do not report hate crime, the Committee was advised of a number of issues identified nationally:

- Victims doubt whether the incident is serious enough/ don't recognise it is a criminal offence;
- Incidents happening too often to report each one;
- Concern that the police may not be able to do anything or that are prejudiced / unsympathetic;
- Lack of access making reporting too difficult;
- Fear of being outed for being gay or having mental health needs; and
- Fear of victimisation for going to the police.

8.7 Members noted the issues identified nationally and sought to explore in greater detail the position in Hartlepool. Details of the Committee's subsequent activities and findings, including the results of a detail local questionnaire, are explored in Sections 8.8 onwards below.

The Position in Hartlepool

8.8 In exploring the issue of hate crime in Hartlepool, evidence from the Community Safety and Engagement Manager provided the Committee with

baseline information regarding the town's population, demographic make-up and key issues facing residents.

8.9 Evidence showed that Hartlepool has a population of 92,000¹, with:

- A number of wards falling nationally within the top 10% most deprived²;
- The number of nationalities living in Hartlepool has doubled in the past few years with 46 different nationalities now being recorded, with 1% belonging to a black or ethnic minority community group³;
- 1 in 4 of people has a disability or long term limiting illness⁴;
- A growing elderly population, with expectations that by 2021 the number of people above retirement age will have increased by 27%⁴;
- The majority (69%) of the Hartlepool population identify themselves as Christian³; and
- Approximately 1.5% of the population identify themselves gay, lesbian, bisexual, or transgender³.

8.10 In terms of public perception, the Committee learned that a comparison of data from household surveys in 2008 and 2013 showed that residents are increasingly satisfied with their local area as a place to live and feel they belong. Whilst this is a positive achievement in the provision of services and activities of the Community Safety Team, it was noted with concern that as of 2013 a lower percentage of residents are happy with the following aspects of their lives and communities:

- 42% of people who think people from different ethnic backgrounds get on well together (compared to 72% in 2008);
- 47% of people who feel part of their local community (compared to 54% in 2008);
- 12% of people who feel that they can influence decisions that affect their local area (compared to 33% in 2008); and
- 28% of people who feel unsafe after dark (compared to 32% in 2008).

8.11 Members welcomed the provision of Hartlepool data from the perspective of both hate crimes and incidents, emphasising their equal importance as unacceptable behaviours. It was, however, noted that there are variations across the country in the recording of hate crime, i.e. Manchester records an additional category of 'Sub Culture', and attention was drawn to a missing strand of Hate Crime. The missing strand being 'Mate' crime, where people are befriended (often vulnerable elderly, mentally ill or disabled people) and then exploited.

¹ ONS Census 2011

² IMD 2010

³ ONS Census 2011

⁴ TVU 2012

- 8.12 Drilling down in to the Hartlepool data provided, Members explored the level of hate crimes / incidents in Hartlepool across the five identified strands (as detailed in Table 4 below).

Table 4 – Hartlepool Comparative Hate Crime/Incident Data 2012/13 - 2013/14

| All Hate Incidents and Crimes | Oct 12 - Sept 13 | Oct 13 - Sept 14 | Diff | % Diff |
|-------------------------------|------------------|------------------|------------|--------------|
| Racial | 89 | 80 | -9 | -10.1 |
| Transgender | 3 | 5 | 2 | 66.7 |
| Disability | 3 | 2 | -1 | -33.3 |
| Religion/Belief | 9 | 5 | -4 | -44.4 |
| Sexual Orientation | 14 | 9 | -5 | -35.7 |
| All Hate Incidents* | 118 | 101 | -17 | -14.4 |

- 8.13 The Committee welcomed indications that the overall number of reported hate crimes / incidents, in Hartlepool had decreased by 14.4%, between September 2013 and September 2014. The Committee commended the work of the Safer Hartlepool Partnership in its activities to better understand the true impact of hate crime across the communities of Hartlepool, and the issues facing vulnerable groups. It was noted that the downward trend bucks the national and regional upward trend, where there had been an increase of 33% in Cleveland and 5% nationally (details of which are provided in Sections 8.2 and 8.3 of this report).
- 8.14 The Committee noted that the largest percentage decrease related to religion (-44.4%) and sexual orientation (-35%), with only the transgender strand showing an increase, which equated to 66.7%. It was, however, emphasised that from a statistical perspective the actual number of transgender crimes/incidents was relatively low in comparison to other strands and that this was a factor in the large percentage increase. Despite this, it was strongly felt that any increase, no matter how small, is totally unacceptable.
- 8.15 Looking specifically at hate crime, the Committee noted evidence provided in Table 5 below,

Table 5 - Hartlepool Comparative Hate Crime Data 2012/13 - 2013/14

| Hate Crimes only | Oct 12 - Sept 13 | Oct 13 - Sept 14 | Diff | % Diff |
|--------------------|------------------|------------------|-----------|--------------|
| Racial | 57 | 52 | -5 | -8.8 |
| Transgender | 2 | 3 | 1 | 50 |
| Disability | 2 | 0 | -2 | -100 |
| Religion/Belief | 4 | 3 | -1 | -25 |
| Sexual Orientation | 3 | 3 | 0 | 0 |
| Hate Crimes | 68 | 61 | -7 | -10.3 |

8.16 The data provided showed that:

- There had been a 10.3% decrease in the overall level of reported hate crime;
- Again, the transgender strand is the only area of increase;
- In terms of the sexual orientation strand, the level of reported hate crimes had remained static, with a reduction in the number of 'incidents' rather than 'crimes' being reported;
- Most hate crime incidents in Hartlepool relate to taxi drivers and local store keepers, the majority being public order / verbal abuse incidents with around 60% of these incidents recorded as a hate crime;
- Over 19 incidents of hate crime recorded locally over the last year; and
- Whilst no disability hate crimes had been reported during this period, disability hate crimes are still occurring and being reported.

8.17 In relation to the reporting of incidents Members questioned if witnesses could report incidents independently, why victims were generally reluctant to report incidents, Police prioritisation of incidents and how education could reduce this type of crime. The Head of Community Safety and Engagement indicated that witness reports were followed up whenever they were received. Police did prioritise all crime reports and there was improved following up of reported incidents.

8.18 Given the importance of schools as a fundamental part of wider Hartlepool community, Members received further data in relation to the level of hate incidents in the town's schools. It was highlighted that only racial incidents are recorded by schools and that the majority are dealt with through fixed term exclusions. **Tables 6** below, outlines trends in relation to racial incidents in Hartlepool schools and the number of resulting exclusions.

Table 6 – Racial Incidents and Fixed Term Exclusions in Hartlepool Schools**Racial Incidents**

| Academic Year | 2010-11 | 2011-12 | 2012-13 | 2013-14 |
|---------------------|---------|---------|---------|---------|
| Number of incidents | 9 | 3 | 1 | 2 |

Fixed Term Exclusions

| Reason | Incidents | | | |
|--------------|-----------|---------|---------|---------|
| | 2009/10 | 2010/11 | 2011/12 | 2012/13 |
| Racial Abuse | 2 | 6 | 5 | 6 |

- 8.19 It was noted that the number of racial incidents in schools was low, with only 2 in 2013/14. Although this was a small increase from 2012/13. In terms of fixed term exclusions, it was highlighted that the number of exclusions had also increased by a very small amount between 2011/12 and 2012/13, although 2013/14 figures were not available at the time of the meeting.

9 NATIONAL AND LOCAL STRATEGIES AND LEGISLATION

- 9.1 The Committee at its meeting on the 13 November 2014 explored the strategies and legislation that relate to the prevention and punishment of Hate Crime from a local and national perspective.
- 9.2 National statistics demonstrated that those committing these crimes are predominantly white males between 19 and 24 and 45 to 55 years old and emphasis was placed upon the probably that much could be achieved in educating people if there was more reporting in the press of the court sentencing. Information presented to the Committee, by the Head of Community Safety and Engagement, outlined the government's approach to engaging and empowering communities, as contained within the Localism Act. Members were advised that the Act embraces a number of community rights and other strategies, aimed at safeguarding and promoting cohesive communities. It was, however, noted with concern that the policy shift is away from addressing social inclusion to one of promoting voluntary effort and self-help. This poses a significant challenge for local Councils and their Partners.
- 9.3 Members noted the range of legislation, strategies and plans in place that relate to hate crime in some way, with particular attention drawn to those outlined over the page.

9.4 National Legislation.

- i) Homophobic, Transphobic and Disability Hate Crime: S146 CJA 2003.
This act:
 - Applies where, either at the time of committing the offence the offender demonstrates hostility towards the victim based on the actual or assumed sexual orientation, transgender identity or disability of the victim; or the offence was motivated, wholly or partly, by hostility towards persons of a particular sexual orientation or transgender identity; and
 - Requires the court to uplift the sentence, and declare in open court that it is doing so and by how much.
- ii) S145 Criminal Justice Act 2003. This Act requires that the court must increase the sentence and announce in open court the reason for and amount of the uplift where the:
 - Where an offence is proved and the Court is satisfied that either at the time of the offence the perpetrator demonstrated hostility towards the victim based on the Victim's actual or presumed race or religion; OR
 - The offence was motivated by hostility towards the victim based on the victim's actual or presumed race or religion.

9.5 National Strategies / Plans.

- i) Police and Crime Plan 2015/17. This act has five priorities:
 - Retaining and developing Neighbourhood Policing;
 - Ensuring a better deal for victims and witnesses;
 - Diverting people from offending, with a focus of rehabilitation and the prevention of re-offending;
 - Developing better co-ordination, communication and partnership between agencies to make best use of resources; and
 - Working for better industrial and community relations.
- ii) Challenge it, Report it, Stop it The Governments Plan to Tackle Hate Crime (2012).

- i) Safer Hartlepool Partnership Plan 2014 – 2017
- ii) Community Cohesion Framework 2012-2015
- iii) Hartlepool Sustainable Community Strategy 2014-20
- iv) Hartlepool Borough Council 'Challenge it, Report it, Stop it!' Hate Crime Strategy. The fundamental aims of the strategy being to:
 - Prevent Hate Crime – Tackling Attitudes and Intervening Early;
 - Increase reporting and access to support; and
 - Improve operational response to Hate Crime.

10 DEALING WITH HATE CRIME - PREVENTION AND PUNISHMENT

10.1 The Committee explored activities in relation to the prevention and punishment of hate crime offences and, in doing so, considered evidence from the Council's Community Safety Team, the Cleveland Police Partnerships and Communities Team and key partner organisations / service providers. The views of the Committee are outlined below, broken down into the following sections:-

- i) Hate Crime Prevention:
 - Tackling Attitudes/ Early Intervention; and
 - Increasing Reporting / Access to Support.
- ii) Punishment of Hate Crime Offences - Improving operational responses.

Hate Crime Prevention

10.2 The Committee, at its meeting on the 13 November 2014, received evidence in relation to hate crime prevention within Hartlepool, with particular attention drawn to the following activities undertaken through the Council's Community Safety Team:-

- i) Community Development and cohesion work;
- ii) Anti Social Behaviour (ASB) Unit/Victim services;
- iii) Education - ASBAD;
- iv) The Safe Places Scheme;
- v) PREVENT - Community intelligence/monitoring tensions and
- vi) Community Integration work - support to various groups around the town.

10.3 The Committees attention was drawn to the number of victims accessing the ASB Unit and Victim Support Service, as detailed in **Table 7** below, and took the opportunity to commend the Community Safety Team on its work across the whole community safety agenda and particularly the Teams preventative activities.

**Table 7 - ASB Unit and Victim Support Service Hate Crime Activity
Anti Social Behaviour Unit**

| Hate Crime Victims | Oct 13 - Sept 14 |
|---------------------------|-------------------------|
| Racial | 3 |
| Disability | 16 |
| Total | 19 |

Victim Support

| Hate Crime Victims | Oct 13 - Sept 14 |
|---------------------------|-------------------------|
| Racial | 7 |
| Disability | 10 |
| Homophobic | 4 |
| Mate Crime | 5 |
| Total | 26 |

- 10.4 For the same period, details were provided of vulnerable victim cases by type, with attention drawn to the anomaly in figures relating to hate crime reporting and those accessing victim support services. Figures highlighting that whilst racially motivated crimes are the most commonly reported (as detailed in Section 8.15 of this report), Table 8 below shows that those subject to racially motivated crimes are the least likely to access victim support. Equally, those subject to disability hate crime are the most likely to access the service.

Table 8

| Vulnerable Victim Case Type | No of Cases |
|---|--------------------|
| Anti-Social Behaviour | 17 |
| Anti-Social Behaviour & Criminal Damage | 6 |
| Domestic Violence and Abuse | 1 |
| Hate Crime - Disability | 7 |
| Hate Crime - Homophobic | 2 |
| Hate Crime - Racially Motivated | 1 |
| TOTAL | 34 |

- 10.5 As an integral part of the activities outlined in section 10.2, emphasis was placed on the value of **Community Integration work** with local asylum seekers. The views of residents from vulnerable groups were welcomed throughout the investigation, with particular attention drawn to work undertaken in Burbank to assist in social integration. In obtaining residents views, Members of the Committee were welcomed at a community meeting at St Jospehs Church, at which they spoke directly to vulnerable residents and sought their participation in the local hate crime survey. Details of the

views obtained during the course of this meeting are outlined alongside the results of the survey.

10.6 As part of the investigation, Members were keen to gain an understanding of not only the position of the victim, but also the role of the wider community, businesses and individuals in the eradication of hate crime. In doing so, Members considered the ways in which anyone, and indeed everyone, can play an active role in making hate crime unacceptable in our communities. Particular attention was drawn to the operation of the **Safer Places Scheme** which involves local businesses in aiding hate crime prevention through the provision of safe havens. The Committee welcomed the scheme and assurances were given that participating businesses are full trained in their role, with the location of these safe places are denoted by the display of the 'Safer Places' logo (shown over the page).

10.7 Members questioned the location of safe havens around the town and specifically the lack of a venue in the Headland area. The Neighbourhood Safety Team Leader indicated that information had been circulated to the press and was on the Safer Hartlepool website. Members suggested that a list of the venues should be held at the Civic Centre possibly on a poster.

10.8 Attention was also drawn to other available options in relation to:

- Joining Neighbourhood Watch;
- Becoming a TPRC/Safe Place (i.e. somewhere where one who feels threatened or at risk can take refuge);
- Reporting incidents (whether you are a victim or witness to the crime);
- Not tolerating abuse towards you or anyone else;
- Joining an IAG/SIAG;
- Becoming a Hate Crime Champion (www.hatecrimechampions.org.uk); and
- Joining the Hate Crime Champions Network.



10.9 The Committee welcomed the breadth of activities identified in Section 10.2 above and highlighted the importance of the Community Safety Team's overarching activities in the development of cohesive communities across the whole community safety agenda. It was confirmed that performance in relation to community safety issues and activities are robustly monitored, on a quarterly basis, through the Safer Hartlepool Partnership, and in turn the Audit and Governance Committee as part of the Council's statutory arrangements. It was also welcomed that a key priority for 2015/16 in the Safer Hartlepool Partnership Plan 2014 – 2017 is to work with local communities to build confidence in reporting hate crime, ensuring victims can access third party reporting centres and rapidly receive the advice and support that they need.

- 10.10 Members discussed the provision of **Third Party Reporting Centres** and were advised of the existence of ten centres across Hartlepool, in the following locations (details of opening times and locations outlined in **Appendix B**):

Citizens Advice Bureau
 Havelock Centre
 Hartlepool Borough Council
 Hart Gables
 Hartlepool Blind Welfare Association
 Library Service
 Central Library
 Library Service
 Seaton Carew
 Library Service
 Owton Manor
 Salaam Community Centre
 West View Advice & Resource Centre

- 10.11 Concern was expressed that the Committee was unaware of the existence, or location, of these reporting centres and the results of the local survey demonstrated that this was reflective of the views of the wider community. It was brought to the attention of the Committee that under usage of reporting centre is not unique to Hartlepool and that a number of forces around the country were in fact withdrawing from the system of reporting centres as they were simply not being used by the community.
- 10.12 Members discovered that each of the centres operate with a dual purpose in terms of providing victim support in the reporting of incidents to the Police, whilst also acting as safe havens for those at risk. The Committee was assured that trained staff operates each of the reporting centres, implementing standardised practices, including reporting forms. No information is shared outside of the reporting centre without the permission of the victim; with the only exception being where an incident was so serious that not to pass it to the Police would fail to safeguard the individual.
- 10.13 Members supported all of the potential routes for engagement and reiterated the importance of effective reporting. Particular support was expressed for the **Hate Crime Champion** initiative and the ability for anyone, from any walk of life, to take up the position. Members were delighted to discover that one Councillor serving on the Committee had already volunteered to be a Champion for his Ward and had undertaken the training provided, equipping them to:
- Understand and support vulnerable people, their families, carers and friends;
 - Look out for and identify a hate crime, mate crime, hate incident and other issues that should be reported to police;

Don't tolerate hate



Report hate incidents here

- Act as a mobile third party reporting centre; and
 - Know how to get the necessary evidence, what police want to have reported, how to deal with anonymity, and how to support people affected.
- 10.14 The Committee also welcomed the activities of the **Hate Crime Champions Network** and noted the breadth of involvement from differing strands of the community, including carers and professionals from diverse groups, community and faith leaders and minority group members. The key aim of the group being to help others identify themselves as victims and further encourage reporting.
- 10.15 The need to increase hate crime reporting was reiterated by Members and attention drawn the variety of factors that continue to prevent / deter the reporting:
- Uncertainty as to whether incidents are serious enough, or are happening too often, still deters victims from reporting hate crimes;
 - Fear of being outed as gay or having mental health issues;
 - Fear that the Police might not take them seriously; and
 - It is just too difficult practically and emotionally to report.
- 10.16 The Committee learned that the data obtained through the Hate Crime Questionnaire reinforced these issues from a local perspective. Whilst Members were reassured that low levels of hate crime reporting both locally, and on a broader basis in Cleveland, mirrored the national position, they remained disappointed that despite all the work that had been undertaken, reporting levels remain a significant issue.
- 10.17 It was noted that, ultimately, it is the decision of the victim as to whether or not to report a crime. However, the Committee reiterated the importance of reporting hate crimes in:
- Preventing the continued, and repeated, perpetuation of offences across communities;
 - Providing data to inform government statistics and influence how these crimes are dealt with by the police and other parts of the criminal justice system.
 - Equipping officials with a full, and clear, picture of the types and levels of crime to enable them to deal effectively with the hate crime problem; and
 - Linking victims automatically to Victim Support Services, helping victims cope with the emotional and practical effects of the crime.
- 10.18 Attention was also drawn to other reporting options for victims of hate crime through:
- Calls via 999 & 101
 - Reporting at a police station
 - Third Party Reporting





- Reporting through True Vision
- Visit the website www.report-it.org.uk

10.19 The Committee was made aware of Police activities in promoting the 101 telephone number for reporting hate crime incidents and the 'True Vision' element of the national website 'report-it.org.uk' and the Cleveland Police's community connections website for sharing information relevant to local communities (clevelandconnected.co.uk). Members, however, noted with concern that Cleveland had only received two referrals through the True Vision website in the past twelve months and were unaware of the existence of the Cleveland Connect site.

10.20 It was recognised that the factors outlined in Section 10.15 cannot be addressed by any one particular organisation or group and that a way forward could only be achieved through partnership working and the provision of co-ordinated services / interventions. Attention was also drawn to the success of race and religion campaigns such as those outlined below and the need to repeat this within other strands of diversity.

Examples of successful campaigns



Punishment of Hate Crime Offences

10.21 The Committee learned about the various powers available and utilised by the Community Safety Team in dealing with hate crime offences, as detailed below:

- Mediation / Restorative Interventions;
- Verbal / Written Warnings;
- Acceptable Behaviour Agreements;
- Community Protection Notices;
- Landlord action under a Tenancy Agreement;
- Anti-social Behaviour Orders (replaced by Injunctions in Jan 2015);
- Criminal Prosecution by Police; and
- Repeat Caller Process and Vulnerable Victims Group.

10.22 Evidence provided by Inspector Maddison from Cleveland Police Partnerships and Communities Team, expanded the Members

understanding of Police practices / activities in relation to hate crime prevention and prosecution. Members noted the Police commitment to dealing with hate crime issues and the prioritisation of hate crime as the only area of reported crime to be analysed so extensively.

10.23 Particular attention was drawn to the centralising of all functions relating to hate crime within the Cleveland Police Partnerships and Communities Team with the power to provide Mediation / Restorative Interventions, Verbal / Written Warnings, Acceptable Behaviour Agreements, Community Protection Notices, Landlord action under a Tenancy Agreement, Anti-social Behaviour Orders (replaced by Injunctions in Jan 2015) and Criminal Prosecution by Police. In addition to this, the appointment of a specialist Hate Crime Officer, the provision of hate crime/Incident forms in all case and the completion of vulnerability assessments.

10.24 It was highlighted that there currently isn't an age hate crime element to the Partnerships and Communities Team's work, however, it was confirmed that the team does look at crimes to see if there is an age element such as rogue traders preying on the elderly. Members welcomed this and assurances that:-

- i) Every hate crime incident is scrutinised:
 - By an officer's supervisor;
 - By Community Safety supervisors;
 - At Local Authority hate crime case group;
 - By Regional CPS Scrutiny Panels; and
 - By Independent Advisory Groups.
- ii) Every victim that reports a hate crimes can expect:
 - A quick, ethical and empathetic response;
 - Statements and Personal Impact Statements to be taken;
 - Evidence being gathered; and
 - Ultimately leading to offenders being brought to justice, victim Support and sentence uplift.

10.25 Despite these assurances, the Committee remained concerned about the perception of how hate crimes are viewed, prioritised and dealt with is very different, as demonstrated by low levels of reporting locally, regionally and nationally. In response to these concerns, attention was drawn to the complex, and variable, nature of the law in its protection of victims, and the significant calls for it to be overhauled to assist all parties. The need for an overhaul of the law was supported by representatives from groups supporting those susceptible to hate crime.

10.26 Members welcomed indications that the Police place equal importance on community involvement in prevention and reporting across all crimes. Looking in particular at the issue of hate crime, the



Committee was advised of police involvement in:

- LGBT meetings;
- BME group meetings; and
- Meetings of the Learning Disability Partnership Board, Inclusion North Board; Strategic Victims Forum; Regional Migration Network; Individual Nationality Groups and Age Action Alliance.

- 10.27 Police efforts to improve their processes and practices in responding to hate crimes / incidents were welcomed. As part of this, attention was drawn to the benefit of 'non-uniformed' officers dealing with hate crime reports and the decision that the specialist team would not be responsible for the progression of prosecutions. Members, however, referenced a hate crime incident referred to the Police, where the victim had been given an appointment with an officer for the following day rather than an officer attending what was considered to be a serious incident that day. It was confirmed that the Police did use an appointment system as the best way to manage workloads. External events had heightened the situation and the force was responding accordingly, however, it now had 400 less officers than five years ago to deal with the existing workload.
- 10.28 Members expressed reservations at the use of an appointment system for those that had experienced hate crime incidents. It was confirmed that the appointments system was widely used throughout the force to maximise officer time and an assurance given that an appointment would be only be used for a 'past' event and not something ongoing.
- 10.29 Members noted the positive impact this had on the perception of the specialist team in the community, however, concern was expressed that the rotation of police staff was hindering the establishment of working relationships that had in the past been beneficial in making people feel safe in reporting of hate crime. This view was supported by representatives from community groups and, with recognition of the resources implications facing all agencies, it was suggested that this needed to be explored in the development of hate crime prevention activities.
- 10.30 Whilst the Committee was assured that all Police Officers are trained in dealing with hate crime incidents, it was unclear as to whether this training extended to Special Constables. The Chief Superintendent was unable to clarify this position and was asked by the Committee to ensure that Special Constables and PDSO's are appropriately equipped to deal with these crimes. The Chief Superintendent indicated that he will become responsible for the training of Special Constables from the end of the month and would take this forward.
- 10.31 Concern was expressed by the Committee regarding problems in certain Wards with right wing groups and it was acknowledged by Police that there been issues in the past which had died down. However, the Police were aware of their increase again. Emphasis was placed upon the importance of reporting all instances if the issue was to be effectively dealt with.

10.32 In gaining an overall understanding of the prevention and punishment systems and practices in place, Members explored the process for the prosecution of hate crime offenders and the support available to victims. Evidence provided by the Deputy Chief Crown Prosecutor, **Crown Prosecution Service North East (CPS)** highlighted the organisations role in the provision of early advice in complex cases and charging advice/decisions. Members were interested to learn that the CPS also provides victim support as cases go from referral to successful prosecution. Services including:

- Automatic referrals to Victim Support, a Witness Care Unit – from first hearing – single point of contact for the victim;
- Witness Service – volunteer service to support victims and witnesses at court; and
- Special Measures: e.g. reporting restrictions; screens; video link; intermediaries.

10.33 The Committee welcomed indications that the CPS looks to continually improve its services and found that a number of initiatives are in place to achieve this, including:

- CPS Hate Crime Scrutiny Panels;
- Cleveland and Durham Hate Crime Prosecutions Operational Group;
- Quarterly Performance Management meetings between CPS Area Hate Crime co-ordinator and police;
- Hate crime a national CPS priority – particularly Disability Hate Crime;
- Disability Hate Crime Refresher training delivered to prosecution; and
- Monitoring by Hate Crime Co-ordinators.

10.34 Following receipt of data in relation to levels of hate crime, the Committee received further evidence from the Deputy Chief Crown, Prosecutor Crown Prosecution Service North East (CPS) regarding the level of hate crime referrals, reports made and prosecutions. *This* evidence demonstrated that in 2013/14 the number of hate crime incidents referred to the CPS had increased nationally by 14% to over 14,700, with 84.7% of prosecutions successful. **Tables 9 and 10** summarise the data provided.

Table 9 - Hate Crime Data 2013/14**Table 10 – Prosecuting Hate Crime 2013/14**

| | National Volume | % Success | N E Vol | % success | Cleveland Vol | % success |
|---------------------------|-----------------|-----------|---------|-----------|---------------|-----------|
| All Hate Crime | 14,702 | 84.7% | 602 | 82.1% | 139 | 79.1% |
| Racist/ Religious | 12,368 | 85.2% | 512 | 83.2% | 116 | 82.8% |
| Homo-phobic/Tra ns-phobic | 1,132 | 80.7% | 44 | 72.7% | 6 | 66.7% |
| Disability | 574 | 81.9% | 46 | 78.3% | 17 | 58.8% |

- 10.35 The Committee explored the range of sentencing options available in dealing with hate crimes, these being discharge/fine, community order and imprisonment. Members noted with interest that the maximum custodial sentence in the Magistrates Court for these offences is 6 months for one offence, or a total of 12 months for more than one offence. However, confirmation was welcomed that more serious cases are dealt with in the Crown Court with the ability to impose tougher sentences. The Committee was encouraged to find that just fewer than 80% of hate crime prosecutions were successful in 2013/14, however, concern was expressed that this figure dropped further for homophobic/transgender or disability hate crime, with 66.7% and 58.8% respectively.
- 10.36 In considering the issue of victim support, Members expressed concern regarding the problems often experienced by witnesses being in the same room as the perpetrators of hate crimes against them. In relation to the separation of victims and perpetrators, it was confirmed that this had been a problem in the past particularly with small court rooms court rooms were now available. However, it was highlighted that there are constrictions in the use of specialist courts rooms, with the nearest fully accessible court room for both disabled witnesses and defendants located in Preston. Members felt

strongly that specialist facilities should be available for all victims and that this would encourage reporting of hate crime offences.

11 VIEWS OF PARTNER GROUPS, ORGANISATIONS AND RESIDENTS

11.1 As a key part of the investigation, the views and experiences of a wide variety of partner groups / organizations, service providers and representatives from vulnerable communities were gathered. In obtaining the evidence, the Committee:

- Widely publicised its meetings, extending an open invitation to any individual or body to participate and targeted invitations to the groups;
- Involved groups representing minority communities in formal meetings. Representatives from three specific organisations, Hartgables, Halo Project Charity and Asylum Seeker and Refugee Group accepted an invitation to participate in the meeting held on the 19 February 2015.
- Participated in the face to face gathering and exchange of information / views including attendance at a community meeting at St Josephs Church;
- Involved groups representing minority communities in the development of a detailed questionnaire to obtain a true picture of Hate Crime in Hartlepool; and
- Circulated widely a Hate Crime questionnaire to identify first hand experiences of hate crime in Hartlepool, utilising conventional paper questionnaires in addition to Survey Monkey.

11.2 During the course of discussions, the following issues were highlighted:-

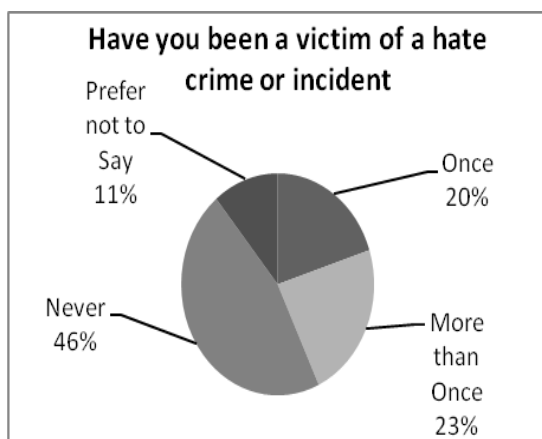
- i) There is a need for the working relationship between associations / support groups and the Police to be strengthened, to help sustain and promote groups such as the partnership group set up in Hartlepool to provide independent advice which had not met since October 2014:
- ii) Problems are being experienced by small business owners/operators in the town, particularly relating to late night opening when customers had been drinking.
- iii) There continues to be a lack of awareness within community groups about hate / race crime, with many not knowing it was against the law.
- iv) Reporting centres are underutilised and most groups don't know where they are or what they are for.



- v) Training provided by the Police was good quality and some of the officers were very passionate about hate crime. However, that was not always reflective of officers that attend hate crime incidents.
 - vi) More could be done through the resident associations that most social landlords had to promote community building. There could also be some consolidation of the various partnerships that worked in this area to streamline the advice and support available.
 - vii) More hate crime champions would help through the various service sectors to assist those experiencing hate crime issues in their community.
 - viii) Support networks have diminished in the community following cuts to local services over recent years and in many areas these networks simply didn't exist anymore.
 - ix) Tensions within communities have been noticeable recently following external international events, it being noticeable that women from BME (black and minority ethnic) groups are feeling more vulnerable in their communities. This had also been noticeable in places where they should feel safe such as women's refuges.
 - x) There are issues regarding the placement of families from vulnerable groups in local communities where there was little or no support. This is an issue that social and private landlords need to address.
- 11.3 The Committee commended the activities of organisations across the town in providing support and assistance to residents from vulnerable groups and acknowledged the difficulties being experienced sustaining these services at a time of reducing financial support across all sectors, including the voluntary and community sector.
- 11.4 It was recognised by the Committee that many of the issues raised at the meeting on the 19 February 2015 had already been identified during the course of the investigation. Particular attention was drawn to the problems being experienced by local businesses as part of the night time economy and the perception that it is an occupational hazard, or not worth reporting. Members felt strongly that this was an unacceptable situation and consideration needed to be given to:
- How reluctant businesses could be encouraged to report events, to help deal with individual crimes and build up an evidence base to help address the broader issue;
 - The potential benefits of additional late night patrols that could help deter unacceptable behaviour as part time of the night time economy; and
 - Ways to encourage landlords to help tackle perpetrators in the community by implementing sanctions under tenancy agreements.

11.5 In undertaking the Hate Crime Survey, 200 paper copies were circulated to key groups across the town (inc. Salaam Centre, Asylum Seekers and Refugee Groups, schools) alongside the use of Survey Monkey. The survey was publicised in the Hartlepool Mail and sent to businesses across the town, resulting in the receipt of 155 responses over a six week period.

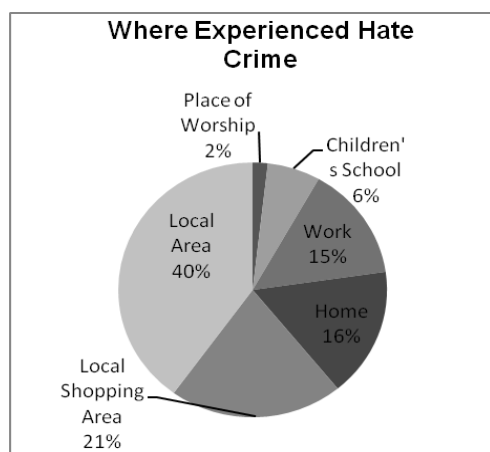
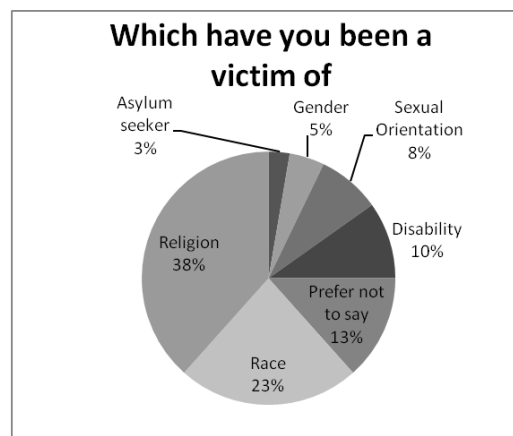
11.6 Details of the results of the survey are outlined in **Appendix A**, with the key points summarised as follows.



- A significant number, 46%, of people that had never suffered a hate crime incident.

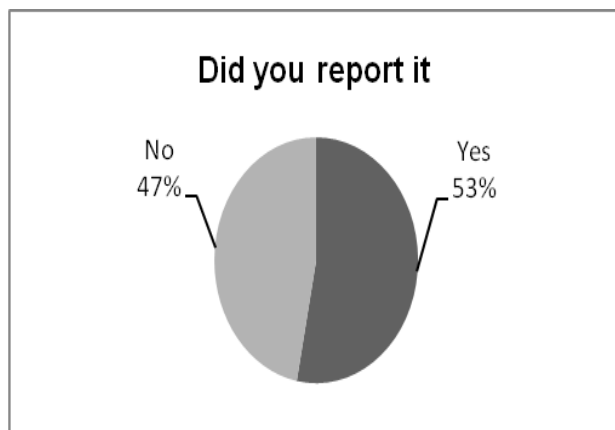
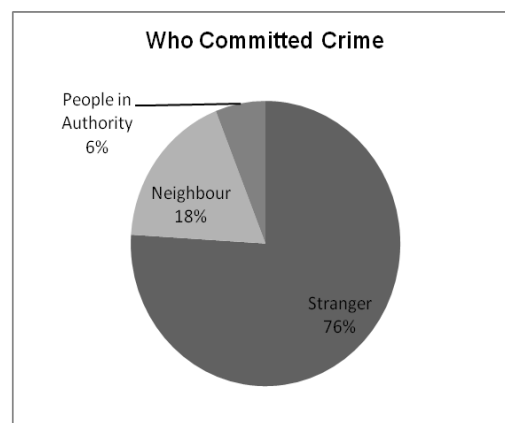
- 20% have experienced a hate crime incident once and 23% more than once.

- Religion (43%) and Race (26%) recorded the highest incidents of hate crime.



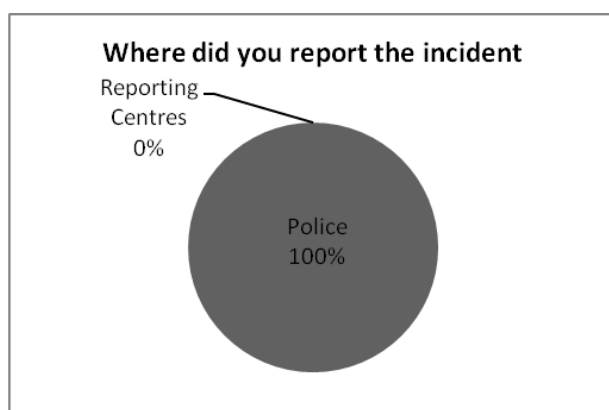
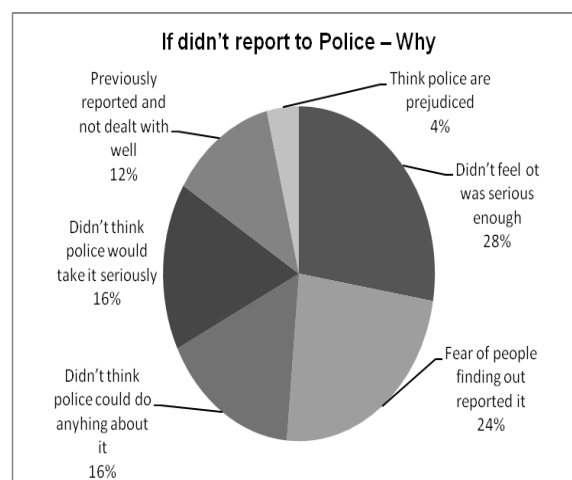
- Most incidents occurred in the victim's community (local area / street – 44% and local shopping area – 23%).

- Perpetrators of hate crime tended not to be known to the victim (strangers – 76%) though an alarming number (18%) reported incidents of hate crime from their neighbours.



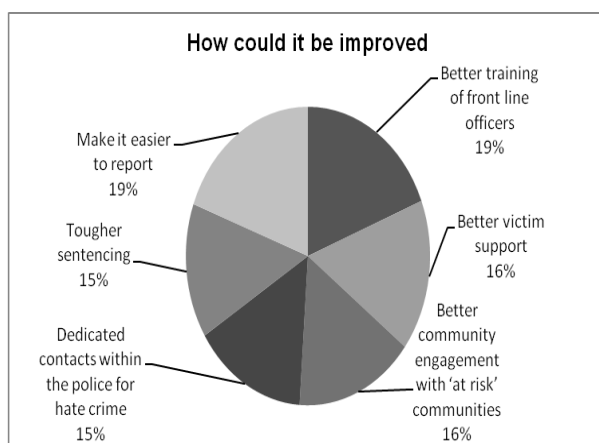
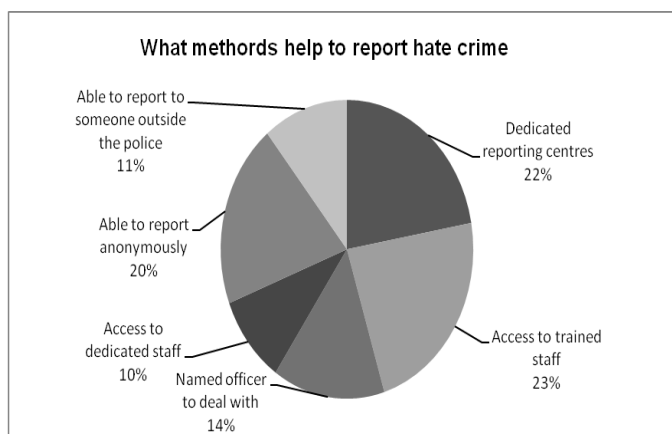
- Fewer than half of all incidents were reported – 43%, with fear of people finding out it had been reported (25%) being a major concern reported.

- The numbers of people fearing the police would do nothing about the incident (17%) or would not take it seriously (17%) or deal with the incident sensitively (8%) were concerning when taken in total. Only 4% of responders thought the Police were prejudiced.



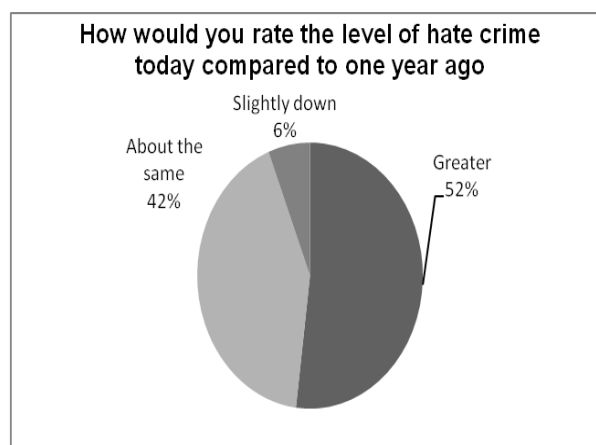
- When reported, all incidents were reported directly to the police; no one reported using the reporting centres. This reinforced concerns with the value and effectiveness of reporting centres.

- There was an obvious issue around the reporting centres with 51% saying there should be dedicated reporting centres with 25% saying they would wish to report incidents to someone outside the police force.



- Most people (52%) considered that front line officers needed better training with 45% feeling there needed to be better support for victims through the criminal justice process. 41% of responders had indicated that they thought there should be dedicated contacts within the police force for hate crime and this had been echoed in the meeting with groups at St Joseph's Church

- 49% of responders thought hate crime was a big or fairly big problem in their community. There also appeared to be an increase in hate crime over the past year.



11.7 Attention was drawn to the demographic makeup of the responders who were predominantly:

- Female;
- Aged 35-35;
- Heterosexual;
- Employed;
- British citizens; and
- Christian.

- 11.8 Members drew attention to those who were subject to hate crime in their own homes and queried if these instances were recorded as domestic abuse. Confirmation of this was not available at the time of the investigation.

12 THE IMPACT OF CURRENT AND FUTURE BUDGET PRESSURES ON THE PREVENT AND PUNISH HATE CRIME IN HARTLEPOOL

- 12.1 Members welcomed evidence from the Police and Crime Commissioner (PCC). The PCC emphasised his commitment to ensuring a better deal for victims and witnesses of hate crime, changing attitudes and perceptions through community engagement, and its position as a key priority for Cleveland Police. In relation to disability hate crime, the Committee was advised that a lot had been done around the issue of insensitive parking of vehicles and the illegal use of disabled parking bays as mobility, both of which had been highlighted as a particular issue for the disabled. Attention was also drawn to the issue of the perception of what is and is not hate crime, with officers finding that some victims simply seeing it as bullying.
- 12.2 In light of the results of the survey, the PCC acknowledged that whilst there had been a considerable amount of work undertaken in training officers, there obviously needed to be more work in awareness raising and bringing the various agencies and groups together. Particular attention was drawn to the disability hate awareness training DVD which had been produced to assist in police training and had also been shown to staff from various partnership agencies including Council staff, Education and Social Care.
- 12.3 Members went on to see the DVD as part of the investigation and were particularly shocked by its hard hitting content which reinforced for them the view that even one incident of disability hate crime is one too many! Members also expressed support for the potential produce a similar DVD for use within schools, focusing on primary school children and raising awareness of the issues.
- 12.4 In taking this forward, the Committee welcomed indications that the PCC:
- Was to be responsible for the commissioning of victim support services from April 2015 and as such could take these issues into account in the development of services;
 - Visited community groups covering all strands of diversity across Cleveland to discuss their concerns around hate crime and community safety issues in general as part of his 'Your Force Your Voice' initiative.
 - Had worked extensively on the introduction of safe places for people to seek support and report issues and established Cleveland wide standards for Third Party Reporting Centres.
 - Had in 2013 held a summit focusing on disability hate with key areas of emerging focus around education of service providers to identify hate incidents and deal with appropriately together with education within the

community to ensure victims and their carers recognise when they are being targeted and report incidents.

- Launched Cleveland wide poster campaigns covering disability hate and also so called 'mate crime'.
- Had commissioned Gay Advice Darlington and Durham to produce recommendations to address the key barriers to reporting homophobic and transphobic hate incidents and a communications plan to disseminate information regarding the proposed work to LGB&T communities.
- Had commissioned Show Racism the Red Card to undertake a series of intensive education sessions within identified schools across Cleveland focusing on racist and religious hate. The work will involve a teacher training session for teachers from across all areas of Cleveland to allow them to deliver educational training sessions to pupils within their own schools.
- Established a multi agency steering group focusing on improving confidence within the Lesbian, Gay, Bisexual and Transgender (LGB&T) community to report incidents and improving hate prosecutions through the criminal justice process.

12.5 The Committee learned that from 1 October 2014 funding for victims of crime services locally had transferred to PCC's from the Ministry of Justice (MOJ) and was encouraged to discover that in advance of receiving this funding the PCC had commissioned a review of victim services in the Cleveland area to identify challenges and opportunities. The review had supported the view that there are a large number of good services already in existence across Cleveland that are doing a great job in helping victims cope and recover.

12.6 The PCC's ongoing commitment to ensuring that Cleveland is a tolerant place for those who live and work here, and his insistence that hate crimes and incidents are dealt with robustly, were fully endorsed by the Committee. The importance of ensuring that communities feel confident to report issues to the Police and partnership agencies was also supported, with appreciation for the extensive work needed to connect with hard to reach ethnic community groups to assure them that 'officialdom' is on their side. The PCC acknowledged that these groups could be reluctant to deal with people in uniforms, often due to experiences in their home country, and highlighted the good work being undertaken by support groups in the community to build confidence.

12.7 Members questioned if the use of restorative justice really had an impact on perpetrators of hate crime and was more productive as many did see the court system as particularly weak. Much of the hate crime incidents involving children and young people were probably reflective of what they heard at home and there were many examples of homophobic language on local websites and forums. Emphasis was placed upon the role of Restorative

Justice (RJ) in giving victims the chance to meet or communicate with their offenders to explain the real impact of the crime, empowering victims by giving them a voice, holding offenders to account for what they have done and helping them to take responsibility. The broader community can also benefit from this approach in terms of reducing the impact of re-offending.

- 12.8 The PCC congratulated the Committee on the conduct of its investigation and welcomed the results of the survey which he considered needed further detailed assessment and highlighted the need for greater thought as to how housing providers could be involved in dealing with this issue. The Committee supported this view and highlighted the location of families from vulnerable groups / communities in the towns most deprived Wards. The PCC reinforced the need to consider thoughtfully the allocation of housing allocation needed to be considered thoughtfully to avoid the situation where vulnerable families are placed in situations where they would be even more vulnerable.

13 CONCLUSIONS

- 13.1 The Audit and Governance Committee concluded:-

- (a) That the impact of hate crime on community cohesion must not be underestimated. As such, prevention and punishment must continue to be a priority for the Council and its partners, with the building of an ongoing dialogue with all sections of the community to be essential in achieving the early interventions and responses to concerns, essential to build confidence to report;
- (b) There continues to be a lack of awareness within vulnerable communities, and indeed the wider community, as to what constitutes hate / race / hate crime, which has a detrimental impact on levels of local identification and recording;
- (c) A large proportion of the race hate crimes are being experienced by small business owners/operators in the town, particularly relating to late night opening when customers had been drinking, and how we change the social perception that it goes with the job is a real issue;
- (d) That residents feel strongly that the rotation of police staff has a detrimental effect on the establishment of working relationships that have in the past been pivotal in making people feel safe in the reporting of hate crimes;
- (e) Training provided for police officers is of a good quality, with some officers very passionate about hate crime. However, residents are of the view that this is not always reflective across all police officers that attend hate crime incidents. It is also unclear as to whether training is extended to Special Constables and CPSO's;

- (f) Support networks have diminished in the community following cuts to local services over recent years and in many areas these networks simply didn't exist anymore. There is a need for the working relationship between associations / support groups and the Police to be strengthened, to help sustain and promote groups such as the partnership group set up in Hartlepool to provide independent advice which had not met since October 2014;
- (g) That there is a lack of awareness as to the location existence / location of safe havens and reporting centres around Hartlepool with the subsequent under usage of reporting centres drawing their viability in to question;
- (h) Hate crime champions, and in turn the Hate Crime Champion Network, is a valuable tool in dealing with hate crime within individual communities and would be beneficial across other service sectors;
- (i) That tension within communities has been noticeable recently following external international events, with indications that women from BME (black and minority ethnic) groups are feeling more vulnerable in their communities. This had also been noticeable in places where they should feel safe such as women's refuges;
- (j) There are issues regarding the placement of families from vulnerable groups in local communities where there was little or no support. This is an issue that social and private landlords need to address;
- (k) That there are constrictions in the use of specialist courts rooms, with the nearest fully accessible court room for both disabled witnesses and defendants located in Preston. Members felt strongly that specialist facilities should be available for all victims and it would encourage reporting of hate crime offences.

14 RECOMMENDATIONS

14.1 The Audit and Governance Committee has taken evidence from a wide range of sources to assist in the formulation of a balanced range of recommendations. The Committee's key recommendations to the Safer Hartlepool Partnership are as outlined below:-

- (a) That continuing emphasis be placed upon working with the Councils partners to raise awareness within vulnerable communities, and indeed the wider community, of what constitutes hate / race / mate crime, how it can be reported and the support available;
- (b) That we raise awareness of mate crime as an issue and ensure we protect our most vulnerable victims;

- (c) That work be undertaken with small business owners/operators in Hartlepool who operate as part of the towns night time economy to reduce the prevalence of hate crimes and change the perception of what is acceptable;
- (d) That with recognition of the resources implications facing all agencies, ways of providing consistency in terms of staffing and points of contact be explored;
- (e) That the excellent police training provided to full time officers to equip them to deal with the full range of hate crimes be extended to Special Constables and CPSO's;
- (f) That given the diminished support for networks in the community following cuts in resources, ways be explored to work with associations / support groups and the Police to strengthen, sustain and promote groups such as the partnership group set up in Hartlepool as valuable sources of independent advice;
- (g) That in relation to Safe Havens and Reporting Centres:
 - i) Awareness of their existence / location be further raised, including the display of a list of the venues at the Civic Centre;
 - ii) The distribution of safe havens across the town be reviewed including the absence of a venue on the Headland; and
 - iii) Given low usage levels, the viability of reporting centres explored.
- (h) That all Councillors become Hate Crime Champions for their wards;
- (i) That in relation to the CPS:
 - i) Given constrictions in the use of specialist courts rooms, the CPS be lobbied for the provision of specialist facilities for all victims to encourage the reporting of hate crime offences; and
 - ii) The improved protection for victims through strengthening the law to cover all protected characteristics.
- (j) That vulnerable families be supported effectively when they are housed in new communities, including the involvement of social and private landlords;

COUNCILLOR RAY MARTIN-WELLS
CHAIR OF THE AUDIT AND GOVERNANCE COMMITTEE

August 2015

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ACKNOWLEDGEMENTS

The Committee is grateful to all those who have presented evidence during the course of our investigation. We would like to place on record our appreciation, in particular of the willingness and co-operation we have received from the below named:-

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Rachel Parker, Community Safety Research Officer
Nicholas Stone, Neighbourhood Safety Team Leader
Jayne Brown, Passenger Transport Services Team Leader
Tara Davison, Neighbourhood Development Officer
Sharon Robson, Health Improvement Practitioner (Drugs and Alcohol)
Irene Cross, Neighbourhood Development Officer
Chris Horn, Team Manager - Provider Services
Rob Ryan, Team Coordinator, Day Services

External Representatives:

Barry Coppinger, Police and Crime Commissioner
Sarah Wilson, Governance Officer (Consultation and Engagement), Police and Crime Commissioner's Office
Inspector D Maddison, Cleveland Police
John Dilworth, Deputy Chief Crown Prosecutor, CPS North East
Joanne Fairless and Sarah Lewis, Hartgables
Yasmin Khan, Director, Halo Project Charity
Lorraine Wilson, Asylum Seeker and Refugee Group
Michael Slimmings, In – Controllable
Lesley Gibson, Harbour
Zeba Alam, Salaam Community Centre
Ian Caldwell, Hartlepool MIND Young Victims of Crime Steering Group
Desmond Dongo, Asylum Seeker and Refugee Group
Elizabeth Animashaun, Healthy Wellbeing Group

Appendix A

Survey Results

1) Have you been a victim of a hate crime or incident

20% - Once
23% - More than Once
46% - Never
11% - Prefer not to Say

3) Which have you been a victim of

26% - Race
43% - Religion
11% - Disability
5% - Gender
3% - Asylum seeker
9% - Sexual Orientation
15% - Prefer not to say

4) Where Experienced Hate Crime

18% - Home
44%- Local Area
23%- Local Shopping Area
7%- Children's School
16%- Work
2%- Place of Worship
20%- Town Centre
7%- Outside town
2%- Prefer not to say

5) Who Committed Crime

76% - Stranger
18% - Neighbour
6% - People in Authority

6) What types of hate crime

21% - Physical
73% - Verbal
21% - Intimidation
10% - Graffiti

7) Did you report it

43% – Yes
38% - No

8) If didn't report to Police – Why

- 17% - It happens so frequently
- 29% - Didn't feel it was serious enough
- 25% - Fear of people finding out reported it
- 17% - Didn't think police could do anything about it
- 17% - Didn't think police would take it seriously
- 8% - Don't think the police would treat it sensitively
- 13% - Previously reported and not dealt with well
- 4% - Think police are prejudiced
- 8% - Not sure how to report of reporting crime
- 13% - Had previous bad experience

9) Where did you report the incident

- 100% - Police
- 0% = Reporting Centres

10) Have you ever witnessed a hate crime incident

- 59% - Never

16) Did you report it a hate crime you witnesses

- 56% – Yes
- 22% - No

19) What type of hate crime have you witnessed

- 50% - Race
- 40% - Religion
- 26% - Disability
- 17% - Asylum Seeker
- 26% - Sexual orientation
- 14% - Prefer not to say

20) Where did you witness a hate crime

- 3% - In own home
- 50% - In local street / area
- 39% - In local shopping area
- 8% - At childrens school
- 22% - At place of work
- 3% - At place of worship
- 53% - In Hartlepool town centre
- 31% - Outside the Hartlepool area
- 3% - Prefer not to say

21) Do you think hate crime is a problem in your local area

28% - V big problem
21% - Fairly big
24% - Not very
12% - Not a problem

22) How would you rate the level of hate crime today compared to one year ago

26% - Greater
21% - About the same
3% - Slightly down

24) How could it be improved

52% - Better training of front line officers
45% - Better victim support
43% - Better community engagement with 'at risk' communities
41% - Dedicated contacts within the police for hate crime
40% - Tougher sentencing
53% - Make it easier to report
50% - Raise awareness of what is available to victims

25) What methods help to report hate crime

51% - Dedicated reporting centres
53% - Access to trained staff
33% - Named officer to deal with
22% - Access to dedicated staff
46% - Able to report anonymously
25% - Able to report to someone outside the police

26) Composition of Respondee

Gender

47% - Male
25% - Female
1% - Transgender

Age

17% - Up to 17 yrs
10% - 18-24 yrs
15% - 25-34 yrs
30% - 35-44 yrs
13% - 45-54 yrs
11% - 55-64 yrs
3% - 65-74 yrs
25% - 75-84 yrs

% of Responses by Ward

Burn Valley – 4%
De Bruce – 4%
Fens and Rossmere – 3%
Foggy Furze – 3%
Hart – 1%
Headland & Harbour – 5%
Jesmond – 5%
Manor House – 3%
Rural West – 3%
Seaton – 5%
Victoria – 22%

Sexuality

90% - Heterosexual
4% - Gay / Lesbian
4% - Bisexual

Religion

24% - No religion
40% - Christian
9% - Hindu
1% - Jewish
21% - Muslim
5% - Sikh

How best describes

27% - Employed full time
19% - Part-time employed
7% - Self employed
1% - Government supported training programme
15% - Full time education
2% - Unemployed and available for work
1% - Unable to work
3% - Permanently sick
6% - Retired
7% - Looking for a home
3% - Other

How best describes

13% - Asylum seeker
4% - Leave to remain
29% - Indefinite leave to remain
55% - British Citizen

Appendix B

Cleveland Hate Crime Reporting Centres**Hartlepool****Reporting Centre****Address****Opening Hours**

| | | |
|--------------------------------------|--|---|
| Citizens Advice Bureau | 87 Park Road Hartlepool TS26 9HP | Monday to Friday, 9:30 - 15:00 Tel: 01429 273223 |
| Havelock Centre | 1 Havelock Street TS24 7LT | Monday to Friday, 9:00 - 17:00 Tel: 01429 260583 |
| Hartlepool Borough Council | Civic Centre Victoria Road TS24 8AY | Monday to Thursday, 9.00 - 17.00 Friday, 9.00 - 16.30pm Tel: 01429 523333 |
| Hart Gables | 220 York Road TS26 9EB | Monday to Friday, 9:00 – 14:00 Friday, 9:00 – 13:00 Tel: 01429 236790 |
| Hartlepool Blind Welfare Association | 32 Avenue Road TS24 8BB | Tues, Wed, Thurs, 9:00 – 17:00 01429 272494 |
| Library Service Central Library | 124 York Road TS26 9DE | Monday to Friday, 10:00 - 18:00 Saturday, 10:00 - 14:00 Tel: 01429 272905 |
| Library Service Seaton Carew | Station Lane TS25 1BN | Mon, Tues, Thurs, Fri, 10:00 – 13:00 and 14:00 – 18:00 Saturday, 10:00 – 13:00 Wednesday, Closed Tel: 01429 269808 |
| Library Service Owton Manor | Wynyard Road TS25 3LQ | Mon – Thurs, 10:00 – 13:00 and 14:00 – 18:00 Saturday, 10:00 – 13:00 Tel: 01429 272835 |
| Salaam Community Centre | St Pauls Hall Murray Street TS26 8PE | Monday to Friday, 10:00 – 17:00 Tel: 01429 284297 |
| West View Advice & Resource Centre | The Community Centre Miers Avenue TS24 9JQ | Mon & Wed, 08:30 – 20:00 Tues, Thurs, Fri, 08:30 – 17:30 Tel: 01429 271275 |