

Report to the Safer & Stronger Communities Scrutiny & Policy Development Committee Thursday 16th February 2017

Report of: Safer & Stronger Communities Scrutiny & Policy Development Committee Hate Crime Task Group

Subject: Hate Crime Task Group – Draft Report **Author of Report:** Hate Crime Task Group

Summary: The Safer & Stronger Communities Scrutiny & Policy Development Committee set up the Hate Crime Task Group in September 2016. Due to initial discussions around some of the challenges, combined with ongoing work being led by other groups and organisations in the city; the Task Group agreed the focus of their review would be the reporting of hate crime, specifically:

- To understand the different ways hate crime can be reported in Sheffield, identifying things that are working well and any areas where improvements could be made.*

The Task Group have now drafted their report, which outlines their findings and recommendations (please see **Appendix A**). The report is being shared with the scrutiny committee for approval.

Type of item: The report author should tick the appropriate box

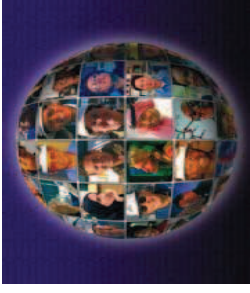
Reviewing of existing policy	
Informing the development of new policy	
Statutory consultation	
Performance / budget monitoring report	
Cabinet request for scrutiny	
Full Council request for scrutiny	
Community Assembly request for scrutiny	
Call-in of Cabinet decision	
Briefing paper for the Scrutiny Committee	
Other - Task Group Report	x

The Scrutiny Committee is being asked to:

- Approve the draft report (**Appendix A**) and provide any comment / feedback

Background Papers: n/a

Category of Report: open



Safer & Stronger Communities Scrutiny & Policy Development Committee

Hate Crime Task Group Report - DRAFT

2nd February 2017
Draft v0.02



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OVERVIEW

Hate Crime can be any activity which is perceived to be motivated by hostility or prejudice, based on a person's race or ethnicity, religion or belief, disability, gender identity or sexual orientation. The term hate crime covers both criminal acts and "hate incidents", which are non-criminal acts, and can include things such as bullying and verbal abuse. Hate crime can have a very negative and long lasting impact. Victims of hate crime are more likely to suffer repeat victimisation and up to four times more likely to suffer more serious psychological impacts than are victims of non-targeted crime, they are also less likely to be satisfied with the response they receive from the Police¹.

Public awareness and understanding of hate crime has increased in recent years, as have levels of reporting. However, the two main sources of national data on hate crime show that it is being still significantly underreported. The Crime Survey for England & Wales shows an estimated national average of 222,000 hate crimes each year during 2012-13 and 2014-15, whilst actual Police Recorded Crime figures for the same period, show 44,471 hate crimes in 2013/14 and 52,528 in 2014/15². Data also shows specific groups, including disabled people and people from the LGBT community (lesbian, gay, bi-sexual and transgender) are much less likely to report. There is also a low level of recorded incidents relating to religion or belief.

In July 2016 the UK Government published its National Hate Crime Action Plan "Action Against Hate", which describes how it will tackle hate crime until 2020. The plan includes measures to increase reporting, including developing third party reporting centres, preventative work on public transport and stronger support for victims. Following on from this, work began to refresh the existing Hate Crime Strategy and Action Plan in Sheffield and leads from the Council and the Police plan to work with partners and communities to develop and deliver an action plan for the next 5 years.

As a result of both the importance of this topic and the ongoing work at both a local and national level, in September 2016 the Safer & Stronger Communities Scrutiny & Policy Development Committee agreed to set up a cross-party task group to look at hate crime.

Due to initial discussions around some of the challenges, combined with ongoing work being led by other groups and organisations in the city, the Task Group agreed the focus of their review would be the reporting of hate crime, specifically: **To understand the different ways hate crime can be reported in Sheffield, identifying things that are working well and any areas where improvements could be made.**

The cross party task group consisted of eight members and was chaired by the Scrutiny Committee Chair, Cllr Tony Damms:

Cllr Tony Damms	Cllr Keith Davis	Cllr Mark Jones	Cllr Magid Magid
Cllr Richard Shaw	Cllr Sue Auckland	Cllr Nasima Akhter	Cllr Michelle Cook

The task group review was undertaken between October 2016 and January 2017.

¹ Action Against Hate: The UK Government's plan for tackling hate crime, July 2016

² Action Against Hate: The UK Government's plan for tackling hate crime, July 2016



SUMMARY OF THE NATIONAL & LOCAL PICTURE

The Legal Framework

Over recent years a number of high profile cases, including the Stephen Lawrence Inquiry have impacted both on public awareness and understanding of hate crime and on our legal framework and practice. The UK's legislative framework continues to evolve, including changes aimed at better defining and strengthening the legislation. UK law now includes specific offences for racially and religiously aggravated activity and offences of stirring up hatred on the grounds of race, religion and sexual orientation. Public order legislation aims to ensure that individual rights to freedom of speech and freedom of assembly are balanced against the rights of others to go about their daily lives unhindered.

Since 2014 the use of "insulting words or behaviour" is no longer covered by public order law. This came as a result of a legal change introduced by the Government in 2013, through which the Crime and Courts Act amended sections of the Public Order Act 1986 to remove the word 'insulting'. The amendment was intended to enhance the protection of the right to freedom of expression under Article 10 of the European Convention on Human Rights and came into force on 1st February 2014. As a result words or behaviour that are merely 'insulting', will no longer constitute a criminal offence, but more serious, planned and malicious incidents of insulting behaviour could still constitute an offence³.

In some criminal cases "enhanced sentencing" can also be applied, through which a judge can increase an offender's sentence if they feel the criminal act was motivated by hostility or demonstrated hostility on the grounds of the five characteristics (race or ethnicity, religion or belief, disability, gender identity or sexual orientation). Following a recent decision by the Government (announced on 12th December 2016) the UK will also be adopting an official definition of anti-Semitism to help combat hate crime targeted against the Jewish community.

As a Public Authority, the Council also has legal obligations under the Equality Act 2010 to people with protected characteristics (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, sexual orientation). These are collectively known as the 'general duties to promote equality' and include:

- Eliminating discrimination, harassment and victimisation
- Advancing equality of opportunity
- Fostering good relations between persons with protected characteristic and those without

Every person has one or more of the characteristics, so the Act protects everyone against unfair treatment. The Councils Equality, Diversity and Inclusion Policy Statement was updated in 2014. The statement includes a set of commitments, including "*Creating an environment for our staff and the people of Sheffield*" that "promotes fairness, equality, diversity and inclusion" and "where intimidation, discrimination, harassment, bullying or victimisation is actively prevented and opposed"⁴.

³Crown Prosecution Service: Public Order Offences incorporating the Charging Standard, http://www.cps.gov.uk/legal/p_to_r/public_order_offences/ (20/12/2016)

⁴ Sheffield City Council, Equality, Diversity and Inclusion Policy Statement 2014

The National Policy Context

The Government published its Counter-Extremism Strategy in October 2015; a key part of the strategy is to focus on all forms of extremism and the full range of harms that extremism causes, including the promotion of hatred and division among communities. The Government's Hate Crime Action Plan "Action Against Hate" also outlines how the Government plans to look across the full spectrum, from understanding the drivers of hate crime to dealing with its causes and providing better support for victims.

In July 2016 the Home Affairs Select Committee launched an inquiry to look at "Hate crime and its violent consequences", including hate crime motivated by extremism and actions carried out by fixated individuals ("lone wolves"). The inquiry is chaired by Rt Hon Keith Vaz MP. The inquiry has received written submissions and met with a number of key witnesses, it is still open and is in the process of receiving further evidence and it is expected to report later in the year.

In July 2015, at the request of the then Prime Minister and Home Secretary, Dame Louise Casey was asked to undertake a review into integration and opportunity in our most isolated and deprived communities. The resulting report entitled "A review into opportunity and integration" was published in December 2016. The report cites the issue of the continued underreporting of hate crime. It aims to stimulate national debate and discussion, along with promoting greater consideration of the steps that everyone can take to improve integration and opportunity. It also sets out some specific recommendations which it hopes the Government will accept and take forward, including a new communities programme "to complement and underpin existing work to tackle extremism, hate crime and violence against women".⁵

The College of Policing, the professional body for policing, has also published a national strategy and operational guidance to ensure hate crime is dealt with effectively and the Crown Prosecution Service will be working on updated guidance.

Reporting

The official Police recorded data on hate crime shows an increase over the past 12 months. In 2015-16, there were 62,518 hate crimes (based on race, sexual orientation, religion, disability and transgender) this is an increase of 19% on the previous year⁶. The weeks following the UK's referendum membership of the European Union, held on 23rd June 2016 also saw national reports of a noticeable increase in hate crime, including via the online reporting website True Vision; Sheffield also saw an increase in incidents in this period. There seems to be some consensus that this increase in incidents is likely to be linked to a small minority of people feeling "emboldened" by the referendum result and at both a national and local level the overwhelming response remains condemnation and a commitment to unify to tackle such hatred.

As already outlined, data from the Independent Crime Survey for England & Wales shows there is still a significant challenge in terms of underreporting, with particular groups, including disabled people being highlighted as less likely to report. At a national level, the consultation and engagement undertaken to inform the national action plan also highlighted communities which faced barriers to reporting; including Jewish People from

⁵ The Casey Review, A review into opportunity and integration: Executive Summary, Dame Louise Casey DBE CB, (December 2016)

⁶ The Casey Review, A review into opportunity and integration: Executive Summary, Dame Louise Casey DBE CB, (December 2016)

the Charedi community, the Gypsy, Traveller and Roma communities, and asylum seekers and refugees⁷. The plan also states that young people are both the main victims and perpetrators of hate crime.

Whilst both local and national data do show an increase in hate crime reporting, given the context of significant underreporting and an ongoing push to increase awareness and understanding, there is a consensus that this should not be seen as a purely negative development and that increases in reporting should be both expected and welcomed.

Data

Over recent years there have been a number of changes to how hate crime data is recorded. In 2014 a number of sub-categories for the recording of faith and disability crimes and incidents were introduced to get a better understanding of the impact of national and international events on local communities and improve and target services for victims. The subcategories for faith are anti-Christian, anti-Hindu, anti-Islam, anti-Semitism and anti-Sikh and some Police forces also introduced the recording four subcategories for disability, learning, physical, sensory and mental. Since April 2016 Government has asked the Police to ensure that the recording of religious based hate crime includes the faith of the victim.

The table below outlines some of the differences in data at a national level in terms of Police Recorded Crime and the independent Crime Survey for England & Wales (CSEW).

Category	Police Recorded Crime	Independent Crime Survey for England & Wales
Categories as a % of all hate crime		
Race	82%	47%
Religion	6%	17%
Disability	5%	33%
Total number of incidents		
Sexual Orientation	4,584	29,000 (estimated figure)
Transgender identity	557	Unavailable (as there are too few respondents to have an accurate estimate)

Data Source: Action Against Hate: The UK Government's plan for tackling hate crime, July 2016⁸

⁷ Action Against Hate: The UK Government's plan for tackling hate crime, July 2016

⁸ Action Against Hate: The UK Government's plan for tackling hate crime, July 2016

Tell MAMA (Measuring Anti-Muslim Attacks) supports victims of anti-Muslim hate and is a public service which also measures and monitors anti-Muslim hate incidents. Statistics from Tell MAMA indicate that 2,317 incidents of anti-Muslim hatred were reported to and verified by them (including reports shared by the Police) between 1st January and 31st December 2015, compared with 599 in 2014. A further 1,000 incidents were reported during the first four months of 2016. Of the 801 incidents of anti-Muslim hatred that were documented by Tell MAMA during 2015, 364 were online (73%)⁹.

In terms of measuring overall online hate crime at present it is not possible to provide data on this. In its recent action plan the Government has confirmed that steps have been taken to improve the capturing of this information and that along with the introduction of a clear definition of online hate crime the Home Office is continuing to work with the Police to improve the “consistency and quality of the data and to determine when it will be ready for publication”¹⁰.

Public Transport

In 2015 British Transport Police (BTP) recorded 1,993 racially motivated hate crimes across railways in England, Wales and Scotland and the London Underground, an increase of 37% over the previous five years¹¹. The Government's national plan outlines actions aimed at addressing hate crime on public transport, both in terms of incidents affecting passengers and staff, this will include community led advertising campaigns on public transport to raise awareness and understanding.

Third Party Reporting

One of the recommendations from the Stephen Lawrence Inquiry focussed on providing routes for independent and accessible reporting for racist incidents, as outlined below:

That all possible steps should be taken by police services at local level in consultation with local government and other agencies and local communities to encourage the reporting of racist incidents and crimes. This should include:

- the ability to report at locations other than police stations;
- the ability to report 24 hours a day

(Source: Recommendation 16 of the Stephen Lawrence Inquiry)¹²

The Government's Action Plan confirms that the Police will continue to improve True Vision, the national dedicated hate crime website which enables reporting directly to an individual's local Police force. It also says that more support will be provided for young people who are exposed to hate crime material online. The Plan also confirms a number of actions to improve third party reporting, to give victims the opportunity to report hate crime without approaching the Police, which the plans states can both help people both feel more comfortable coming forward, whilst providing more channels for reporting.

⁹ Action Against Hate: The UK Government's plan for tackling hate crime, July 2016

¹⁰ Action Against Hate: The UK Government's plan for tackling hate crime, July 2016

¹¹ The Guardian, Race hate crimes reported on UK railways rise 37% in five years, 27 January 2016, www.theguardian.com/race-hate-crimes-uk-railways-rise-37-per-cent

¹² The Stephen Lawrence Inquiry, Report of an Inquiry by Sir William Macpherson of Cluny, February 1999

The Local Picture

As already outlined, work is currently underway in Sheffield to refresh the city's Hate Crime Strategy and Action Plan and since October 2016 a combined Police and Council Anti-Social Behaviour unit has been established in the city. The team will handle cases such as responding to repeat vulnerable victims of hate crime / incidents as well as considering how to spend the Sheffield Safer & Sustainable Communities Partnership's community safety funding to deliver the greatest impact.

Sheffield is also in the process of working with the voluntary and community sector to co-produce a Cohesion & Integration Strategy and Action Plan for the City as well as working closely with partner organisations and local communities, including the Equality Hub Network around PREVENT, including delivering the statutory requirements for public sector bodies. The Police and Crime Commissioner also identified hate crime as a key focus in his Police and Crime Plan for South Yorkshire, as part of the priority to provide an 'effective response to threats to the most vulnerable people'.

Sheffield has established a Hate Crime Scrutiny Panel which is run by Stop Hate UK. Stop Hate UK are a voluntary sector organisation which aims to raise the profile and increase the reporting of hate crime. Stop Hate UK have been funded up until April 2017 to run a Hate Crime Scrutiny Panel, which meets on a monthly basis in a central location. The panel provides a scrutiny process for members of the public to hear about how specific, anonymised cases have been dealt with by South Yorkshire Police. The meetings are attended by a range of members of the public who review and pass comment on how the police have responded to investigated reports of hate crime, with a view to improving the response.

Young People in Sheffield have also been actively involved in the Fearless Project (the Young People's version of Crimestoppers). Fearless is a dedicated project for young people, which has been designed and developed by young people to help raise awareness and improve community safety. The Fearless website and educational resources provide information and advice about crimes that might affect young people; as well as a route for anonymous reporting. Fearless has been piloted in a number of areas of the country, including Sheffield, and it is now going to be rolled out nationwide. Young Advisors from Sheffield Futures have been actively involved in the Fearless project and a number of them met with members of the Scrutiny Task Group to talk to them as part of their review into hate crime.

From both a national and local perspective there seems to be some consensus in terms of some of the challenges and recommendations around hate crime, which includes:

- Underreporting
- Increasing awareness and understanding
- The need for targeted communications with groups with the highest rates of underreporting, including specific work with disabled people
- An increase in online / cyber incidents
- A need to engage effectively with young people
- Routes for independent reporting
- The need for focused work on public transport
- High quality victim support



APPROACH

The Task Group used a range of approaches to gather data for their review, including desk top research, evidence gathering sessions and attendance at events and workshops. Evidence gathering sessions were organised with a number of key witnesses and areas for discussion were shared in advance to enable a full and open discussion.

Sheffield has an **Equality Hub Network**, which brings communities and decision makers together to work for positive change. The Network is made up of seven "Equality Hubs", based on protected characteristics under the Equality Act 2010. The seven hubs are Age, Black, Asian, Minority Ethnic and Refugee, Carers, Disability, Women, LGBT (Lesbian, Gay, Bisexual, Trans) and Religion / Belief (including no religious belief). At a similar time to Scrutiny the Equality Hub Network also set up a working group to look at hate crime, focussing on raising awareness and communication, and so both groups were keen to work together closely. In light of this members of the Scrutiny Task Group attended an event organised by the Equality Hub Network in October 2016 and the two groups worked together to arrange a joint workshop in November 2016 to discuss the areas they were looking at, awareness raising and reporting.

Due to the Scrutiny Task Groups focus on reporting, they were keen to understand routes for independent reporting, including hearing directly from **third party reporting centres**. This was particularly around awareness of hate crime and how the centres were working; both in terms of things they felt were working well, if they would benefit from any further support and any areas for improvement. An online survey was sent to all third party reporting centres in the city; this also offered centres the chance to meet with members of the task group for a further discussion.

Members of the Task Group also met with a small group of **young advisors from Sheffield Futures** who have been very actively involved in the **Fearless Project** (the Young People's version of Crimestoppers) to discuss hate crime and reporting for young people. This session was organised by the Young People Involvement Workers, who also contributed suggestions in terms of learning from and potential links with the Fearless Project.

The Task Group met with **Sheffield Voices**, a self-advocacy group for people with a learning disability who are supported by local Third Sector organisation Disability Sheffield (Centre for Independent Living). The Workshop was organised by the Development Worker who supports the group. Sheffield Voices have also produced a powerful short film to raise awareness of hate crime targeted at disabled people, which was shown at a meeting of the Safer & Stronger Communities Scrutiny & Policy Development Committee. Both the workshop and the video enabled members of the Task Group to better understand the experiences of people with a learning disability in terms of hate crime and members of Sheffield Voices made a number of suggestions in terms of things they felt could be improved, particularly in terms of communication, awareness and reporting.

The diagram on the following page gives a summary of the evidence gathering activity undertaken:

APPROACH

Summary of evidence gathering activities - In addition to desk top research, the following activities were undertaken by the Task Group:

Individual meetings were held with:

- Maxine Stavrianakos, Head of Neighbourhood Intervention & Tenant Support, Sheffield City Council
- Julia Cayless, Partnership and Performance Manager, Sheffield City Council
- Ian Proffitt, Acting Chief Inspector, South Yorkshire Police
- Andrew Bolland, Partnerships and Contracts Manager, Stop Hate UK
- Steve Cooper, City Centre Resources Manager, Sheffield City Council

Third Party Reporting Centres

An online survey was sent to 13 individuals, 7 representing third sector organisations and 6 from the public sector (including 3 from Sheffield Council). A total of 9 responses were received, 6 from the public sector and 3 from the third sector. The survey also invited the centres to meet with 2/3 members of the task group to further discuss hate crime and reporting, four meetings were subsequently arranged, as outlined below:

- Sheffield Council Customer Services**, Team Leader
- Heeley City Farm**, Safe Places coordinator
- Sheffield Council Human Resources**, Human Resources Service Manager
- Sheffield University** - Student Transitions & Support Manager and Head of Advice & Representation at Sheffield Students' Union

Equality Hub Network Event & Workshop

- Equality Hub Network Hate Crime Event** - A joint event organised by the Disability Hub and the Religion / Belief Hub – three Task Group members attended this event.
- Equality Hub Network Joint Workshop** – A joint workshop between members of the Scrutiny Hate crime task group and the Equality Hub Network (Cross hub) Hate Crime Working Group to discuss awareness raising and reporting.

Meetings with other groups

- Sheffield Voices** - a self-advocacy group for people with a learning disability, supported by Disability Sheffield). This group have also produced a disability hate crime awareness video.
- Young Advisors (Sheffield Futures)** – meeting a small group of young advisors who have been involved in the Fearless campaign (online anonymous crime reporting for young people)

The Task Group reviewed the evidence gathered and identified a set of findings and recommendations as outlined in the next section



FINDINGS – WHAT’S WORKING WELL?

The Task Group heard about a number of positives areas, both in terms of partnership working and pieces of work, some of which have been summarised below:

Equality Hub Network

Both the Police and Council were positive about working with the Equality Hub Network and the links this gives them to communities. This includes a series of high quality events arranged by the Network and more recently the establishment of the Cross Hub Working Group to look at hate crime - specifically awareness raising and communication

Joint Working

The Police are planning to work with the Equality Hub Networks Hate Crime Working group on a refreshed media campaign and communications materials.

Partnership Working

The Task Group heard of some positive relationships that were clearly being built, including between Disability Sheffield and the Police.

There was also a clear desire from a number of the Third Party Reporting Centres to look at what they can do to help raise awareness and encourage reporting.

Central Reporting Point

The Task Group tested the idea of the Merseyside approach and the "concept" of having a 24/7 reporting line as a route for independent (non-Police) reporting with a number of people involved in the review, the response to which was positive.

Fearless Campaign

Fearless provides information, educational resources and anonymous reporting for young people. The approach has been piloted in areas, including Sheffield and will now be rolled out nationally. Those involved were very positive about Fearless, and opportunities to link with work around hate crime.

Training & Skills

The Task Group heard of some positive work being led by organisations in the city, including the disability hate crime awareness short film produced by Sheffield Voices. Sheffield Voices are also involved in delivering disability awareness training to organisations and would like to do more in Sheffield.



FINDINGS – POSSIBLE AREAS FOR IMPROVEMENT

The Task Group have focussed their findings and recommendations around the following themes:

1. Raising Awareness and Building Understanding
2. Reporting
3. Partnership Working
4. Improving our Understanding

1. Raising Awareness and Building Understanding

A number of the people the Task Group met with spoke about trust and confidence in organisations and processes as being a foundation to increasing the reporting of hate crime. Accessible and clear public information, giving an explanation of what a hate crime is and what a hate incident is was also felt to be a priority, to help raise awareness and understanding both within communities, the wider public and organisations responding to hate crime. People felt these definitions needed to be easy to understand and written in plain English and that information (both off and online) needed to be up to date and consistent. The findings of the online research undertaken by the Task Group mirrored some of these concerns, in that online information was not always accurate or consistent across agencies, this included information on the third party reporting centres, a number of which were no longer actively operating as a centre. Clear information about the support available for people, both when they are reporting and following the making of a report was also seen as essential, as was the need for effective signposting to organisations who can provide high quality support and advice.

Both the Police and Council acknowledged the need for consistent engagement to build relationships and trust with communities; however both cited reduced capacity as having a negative impact in this area. For the Police reduced capacity has also meant more generic and less specialised officers.

In terms of broader awareness raising with the public, a number of people the Task Group spoke with talked about information being highly visible and “in the right place”. This was not just about posters in council buildings, people were keen to see publicity in “places where everyone goes”, examples given included supermarkets and restaurants. In addition and in light of a number of concerns about the number of incidents taking place on public transport, especially buses and involving both members of the public and sometimes staff, it was felt consideration should also be given to a targeted awareness raising campaign on the bus network, that could potentially be extended to other forms of public transport. This would need to link with / complement any nationally organised campaign as outlined in the Governments action plan.

The issue of consistent branding was also raised and discussed. It was acknowledged that there was no national branding for hate crime, the only national resource being the True Vision Website. Although the group are aware that Stop Hate UK has developed branding, which has been in place

for over 10 years and which includes materials targeting particular groups and communities, this branding is available to organisations purchasing specific services from Stop Hate UK (the hate Crime Scrutiny Panel service which Sheffield is currently purchasing does not qualify). A number of people raised the fact that consistent branding would help with awareness raising, including easier identification of third party reporting centres.

There were a number of discussions around under-reporting of hate crime, particularly in terms of the LGBT community, disabled people and incidents relating to religion or belief and these findings mirror both the local and national statistics on hate crime. The group were also made aware of concerns around underreporting by students. The group felt that some targeted activities with these communities would therefore be beneficial.

In terms of people with a learning disability, some particular concerns were raised regarding a degree of acceptance and normalisation for both individuals and their families or carers in terms of hate incidents, such as bullying and verbal abuse and sometimes actual hate crime. Some people felt this was also at times linked to fear of reprisals, which in some cases could lead to an individual being discouraged from reporting. It was felt that a campaign of targeted awareness raising, to both challenge perceptions and encourage reporting would be beneficial. The Short film produced by Sheffield Voices, was felt to be a powerful tool that could be used as part of this approach.

2. Reporting

The need for clear, consistent information about hate crime, easy ways to report and information about what will happen if you make a report have already been highlighted. In addition, in terms of discussions around reporting the main areas that arose were the 101 telephone line, online or cyber bullying and third party reporting centres. Some people also raised the idea of having dedicated / specialist hate crime Police officers to work with communities.

In terms of the 101 telephone line, the Task Group heard from a number of people who raised concerns about very long waiting times, sometimes in excess of 30 minutes, which had led some people to give up on waiting and so potentially on reporting. A smaller number of people also raised the issue of a lack of staff understanding in terms of both hate crime and initiatives for people needing support, such as the Safe Places scheme.

The prevalence of online or cyber-crime was expressly raised by young people, in particular via social media platforms, the increasing use of memes (which include images of the individual) as a form of bullying or hate crime was also discussed. The Young People wanted to have easy reporting options, including the ability to report anonymously, which could be done via the Fearless website; the young people also advised that the Fearless project is in the process of developing a reporting App. The discussion with the young people also raised the question about online reporting options enabling people to easily send attachments or screen shots as evidence of an incident.

Third Party Reporting Centres

The "go live" date for Hate Crime reporting via third party reporting centres in Sheffield was February 2013. This included Council First Point centres, Housing Offices, a number of third sector organisations and subsequently South Yorkshire Fire & Rescue Service.

Findings from both the online survey and subsequent discussions with the Third Party Reporting Centres found consistent agreement about the need for an independent reporting option, which means people don't have to go directly to the Police. However, there were a number of challenges in terms of third party reporting centres, some of which mirror the experience at a national level, including low levels of reporting and implications of staff turnover for smaller organisations. A small number of centres also responded to say they were no longer operating as a centre and so needed to come off the list.

All of the centres who responded to the survey fed back that they had received very low levels of hate crime reports coming through them. The main reasons for this were felt to be a lack of awareness of the centres and their role. A number of people said they felt the centres needed much further promotion, combined with the need for broader awareness raising around hate crime, as outlined previously in this report. The question of how you would find out about or identify a centre if you don't have internet access was also raised, which links to the earlier points around consistent branding.

Some other concerns were also raised in terms of staff turnover and awareness (as in some organisations it may only be 1-2 members of staff who have awareness of the process). The range of things that would need to be in place to be a "good centre" were also discussed, including having a confidential space to meet with people, being able to see people quickly and having well trained staff who have the time to spend with someone (which for some individuals may mean quite a long time).

There were also discussions about the current list of third party reporting centres in Sheffield and whether they effectively cover all five characterises and if they do not does the list need to be broadened?

Discussions with staff involved in some of Sheffield Councils third party reporting centres found they were confident about staff awareness and understanding of hate crime and how they could support someone who wished to make a report. The data available from Human Resources in terms of reporting by Council staff for the past 2 years show that reporting numbers have remained consistently low.

Third party reporting centres don't receive any specific funding; they were given initial training for staff about hate crime and reporting, which was provided by the Council and Police, along with some ad hoc support. There were some concerns raised by the Council and Police about capacity in terms of both time and money to provide effective, ongoing support for the centres in terms of training, advice and publicity, especially if this network were to further grow. The Police also understandably raised the point that support being provided by the Police could call into question the relative independence of the centres.

There was also some “testing” of the some of the elements of the approach adopted in Merseyside with those involved in the review, including the use of a 24/7 independent telephone line, which enables third party centres to act more as a referral point as opposed to a reporting centre. The response to this idea was generally very positive. However, a number of people the task group spoke with reiterated the point that whatever the model was for independent (non-Police) reporting to work well it would need to be well promoted. The other point raised by a number of people was that things can take a long time to “bed in” and so they wouldn’t want to see short term pilots for new approaches.

3. Partnership Working

There was some really positive feedback about partnership working in the city, especially with regards to the ongoing work being undertaken with the Equality Hub Networks Working Group on Hate Crime. Positive relationships have also clearly been built with other groups and organisations, but inevitably some were still to be built or could be further improved.

A number of people the Task Group met with spoke positively about a citywide multi-agency Hate Crime Group, facilitated by the Council which they would welcome being re-established, it was also felt that a review and potential broadening of membership should also be considered. Linked to this, in light of concerns that were raised about the number of hate incidents taking place on public transport (especially buses) it was felt that South Yorkshire Passenger Transport should be invited to be part of this group along with any other relevant partnership working arrangements.

There were also some discussions regarding partnership approaches in terms of preventative work. For the Police hate incidents (as opposed to hate crimes) by their nature do not result in prosecutions and so are ultimately about safeguarding, sign posting and problem solving; again reduced capacity to undertake some of this more preventative work was also raised with the Task Group. However, the combined Police and Council Anti-Social Behaviour Unit, which has recently been established, was cited as a positive approach to future partnership working. The group also heard about Housing Offices acting as third party reporting centres and the role of housing officers through the housing plus model.

The Young Advisors from Sheffield Futures spoke to the Task Group about the work they have undertaken around the Fearless project. The Young Advisors have been actively involved in the project, including website design and content, educational materials and work in schools. Fearless aims to educate and empower young people to make their community a safer place. It provides young person friendly information and advice about crime, along with training resources which have been designed by young people. Fearless also enables anonymous reporting to the Police.

Sheffield has been one of the pilot sites for this project which is now going to be rolled out nationally. The Young Advisors were very positive about the work that has been undertaken and felt that linking in with this, especially through work through schools would be the best way of raising awareness of hate crime with young people.

The Task Group had a number of discussions around training, specifically in terms of disability awareness and hate crime awareness. Through their discussion with Sheffield Voices, the group were made aware that they have been involved in delivering disability awareness training to public sector organisations in the region. In light of these discussions the Task Group have made some specific recommendations about training, specifically hate crime awareness training for the Councils City Centre Ambassadors'. The Task Group has also asked that consideration be given to co-producing training and training materials.

4. Improving our Understating

The Task Group had some discussions with people around available data; this highlighted the fact that there is currently no easily collectable data on the reports or referrals taken by the third party reporting centres. This information is not collected on the Police system, so the only way this is available is through collation by the centres themselves, however given the very low levels of reporting coming through the centres to date this has not posed a significant challenge.

There has clearly been some improvement in terms of data collection by the Police, including the introduction of sub-categories for the recording of faith incidents which were introduced between 2014/16. The subcategories for faith are anti-Christian, anti-Hindu, anti-Islam, anti-Semitism and anti-Sikh and some forces are using four subcategories for disability, learning, physical, sensory and mental, however these sub categories for disability are not currently being used by South Yorkshire Police.

The Task Group also discussed the issue of hate crime based on gender. The Task Group are aware that the inclusion of misogyny as a category of hate crime is currently being piloted by Nottinghamshire Police, led by their Chief Constable Sue Fish and in partnership with Nottingham Women's Centre. Nottinghamshire Police introduced this approach in July 2016 (though data has been compiled from April 2016). This change saw Nottingham become the first force in the country to record the harassment of women as a hate crime.

The Force feel the result has been positive, enabling the reporting of 30 hate crimes (11 hate crimes and 19 hate incidents) over a 5 month period and media reports state that 15 other Police forces are now considering adopting this approach¹³. The 11 misogynistic hate crime offences including harassment, kidnapping, possession of weapons and causing public fear, alarm or distress. The Task Group are also aware that national research has shown significant levels of online abuse based on gender¹⁴. The Task Group would therefore like to make a recommendation around the inclusion of gender as a category of hate crime. This also supports a motion at Full Council in March 2015 that raised the suggestion that misogyny be included as a category of hate crime.

¹³ BBC, Misogyny hate crime statistics revealed (accessed December 2016), <http://www.bbc.co.uk/news/uk-england-nottinghamshire-37405732>

¹⁴ Action Against Hate: The UK Government's plan for tackling hate crime, July 2016



RECOMMENDATIONS

The Task Group would like to make recommendations across the four identified themes:

1. Raising Awareness and Building Understanding
2. Reporting
3. Partnership Working
4. Improving our Understanding

1. In Order To Raise Awareness And Build Understanding

- 1.1 *In order to raise awareness and build understanding promoting community cohesion and raising awareness around hate crime becomes a key communications campaign for the Council for 2017.* This should include the Council Communications Team working alongside the Police Communications Team and the Equality Hub Networks Hate Crime Working Group to co-produce clear and accessible materials, taking into consideration consistent information and branding and to include:
 - A clear definition of a hate crime and a hate incident
 - Information on how to report and what happens when you make a report, including the support available at all stages
- 1.2 *In order to raise awareness a citywide anti-hate crime campaign is undertaken* including information in widely used public places such as supermarkets, restaurants and public transport, this should include ongoing effective promotion of routes for independent reporting, including the Fearless website, which enables anonymous reporting for young people. We may be able to learn lessons from the “Hate Hurts” campaign undertaken in West Yorkshire.
- 1.3 In order to challenge negative perceptions and address underreporting within specific target groups, **targeted campaigns are undertaken, particularly for groups that are known to underreport** and to include specific work to engage with families and carers of disabled people, including working with the Equality Hub Network on the best ways to engage with people and deliver meaningful messages
- 1.4 In order to ensure an effective approach to communications and promotion (as outlined above) **the Council works with partners to secure funding of £10,000 to enable sufficient communications resource** (staff time / materials / online resources) to deliver the recommendations.

2. Reporting

- 2.1 In order to provide an effective and co-ordinated approach for people who do not wish to contact the Police directly, **Sheffield Council, as part of the Sheffield Community Safety Partnership fund the piloting of an independent 24/7 hate crime reporting line** (to ideally include phone, web chat, online and email), this approach should be piloted for 3 years (recognising funding may be subject to annual agreement) and should provide regular performance reports to the Sheffield Safer & Sustainable Communities Partnership and the Safer & Stronger Communities Scrutiny Committee. The likely cost for this service is around £10,000 per year for Sheffield. To reinforce its independence the service should have its own branding.
- 2.2 In order to provide a more effective and easy route to independent reporting, **Sheffield Council and the Police (in partnership with existing Third Party Reporting Centres) and in light of the introduction of a proposed independent 24/7 hate crime reporting line (recommendation 2.1) consider adopting the approach of having third party referral centres that signpost people to the 24/7 hate crime reporting line (as opposed to reporting centres)**, we could learn lessons from Merseyside who adopted this approach a number of years ago
- 2.3 In order to raise awareness of independent reporting (see recommendation 2.1) **the 24/7 hate crime reporting line service is actively promoted with frontline staff in the Council and the Police (and other relevant organisations e.g. SYPTE) and appropriate training and accessible contact information is provided (e.g. business cards)**

3. Partnership Working

- 3.1 In order to ensure effective partnership working in the city, **consideration be given to broadening membership of the Citywide Multi-Agency Hate Crime Group, to include South Yorkshire Passenger Transport Executive (SYPTE) to help engage them in discussions around tackling incidents on public transport, particularly on bus services**
- 3.2 In order to increase staff awareness and understanding, **the City Centre Ambassadors are given training on hate crime, including awareness raising (hate incidents / crimes) and reporting, including the independent 24/7 hate crime reporting line (if introduced)**
- 3.3 In order to support continued partnerships and close working with communities **the Council and the Police continue to work closely with the Equality Hub Network, including co-production of awareness raising materials and also exploring other possibilities for co-production, such as training around disability and hate crime awareness**

3.4 In order to support effective partnership working and awareness raising with young people, **the Council and Police work with the young people and youth workers leading on the Fearless campaign, including exploring options for joint working around awareness raising, especially in local schools**

4. Improving Our Understanding

4.1 In order to increase our understanding of city centre incidents, **the City Centre Ambassadors pilot the recording of any hate incidents / crimes that they are made aware of over a 6 month period and report this data to the Safer & Sustainable Communities Partnership**

4.2 In order to improve data capture and recording across all protected characteristics, and in line with the Council Motion agreed in March 2015 **the committee requests that the Cabinet Member write to the PCC regarding the inclusion of gender (misogyny and misandry) as a category of hate crime**

4.3 In order to improve data capture and improve our understanding of hate crime **the committee requests that the Cabinet Member write to the PCC to ask that consideration be given to further changes to the South Yorkshire Police recording systems to enable the capture of more detailed equalities monitoring data including the use of the four identified sub categories for disability (learning, physical, sensory and mental).**

This report will be shared with both Sheffield City Council's Cabinet and with the Safer & Sustainable Communities Partnership

The Safer & Stronger Communities Scrutiny & Policy Development Committee would like to request that Cabinet provide an initial response to their recommendations by July 2017 with a more detailed progress report to be provided by the end of 2017.

Thank You

The task Group would like to thank everyone who was involved in this piece of work, for both their times and contributions.



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- Crimestoppers, Working with Young People <https://crimestoppers-uk.org/get-involved/working-with-young-people/>
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- Stop Hate UK <https://www.stophateuk.org/>
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