



The
Lancashire
Hate Crime
Strategy
2017-2020

Forward:

We are proud of the diversity and strength of our communities and every day we see great work going on across our county to bring people together. However, we all recognise that hate crimes can be so damaging precisely because the victims are targeted purely for who they are.

This strategy sets the tone and the direction for a range of public bodies and organisations across Lancashire and commits everyone to working together to address hate crime in all its forms. A comprehensive strategy like this is vital to ensure that legislation and regulations around hate crime, equality and promoting cohesion are put into place among partners.

It is right that prevention should be the primary focus of this strategy. While it is vital to ensure that our response to hate crimes and incidents is always professional and effective and that appropriate support is in place to help those affected, prevention is better than the remedy. It is better for the individual and better for our communities. The Police and Crime Plan for Lancashire emphasises the need for supporting victims alongside developing confident communities and this strategy will be a vital element of realising those priorities.

Everyone should be able to live in our communities without fear of abuse because of their sexual orientation or identity, their race or religion or because they have a disability. This strategy and the plans around it will help ensure that the people of Lancashire are safer by reducing hate crime and working towards its elimination.

Chief Inspector Ian Mills, Lancashire Constabulary,
Chair of the Lancashire Strategic Hate Crime and Cohesion Group.

Saeed Sidat, Lancashire County Council,
Vice-Chair of the Lancashire Strategic Hate Crime and Cohesion Group.

Introduction

Hate crimes are pernicious; they send the message that some people can be victimised solely because of who they are or who they are believed to be. Such crimes have a deep impact on victims because they are against an intrinsic part of their identity (their race, religion, sexual orientation, disability or gender identity). Those who commit hate crimes also attack the fundamental values that underpin our diverse society, values of acceptance and respect for others. Through the spread of fear, abuse and violence, hate crime can limit people's opportunities, stopping them from enjoying the full benefits of our society and can lead to isolation and segregation.

The UK has one of the strongest legislative frameworks to tackle hate crime in the world. However, legislation can only ever be part of the answer. Unless people have the confidence to come forward, unless the police are equipped to effectively deal with these crimes, unless victims are properly supported and perpetrators brought to justice, and crucially unless we take action to tackle the attitudes and beliefs that drive these crimes, too many people will continue to suffer. ¹

A Definition of Hate Crimes and Incidents ²

"Hate crimes and incidents are taken to mean any crime or incident where the perpetrator's hostility or prejudice against an identifiable group of people is a factor in determining who is victimised"

"A hate incident refers to any non-crime incident which is perceived, by the victim or any other person, to be motivated by a hostility or prejudice based on or perception of 'race', religion, sexual orientation, disability or whether a person is or is perceived to be transgender. A hate crime is any criminal offence which is perceived, by the victim or any other person, to be motivated by a hostility or prejudice based on or perception of a person's 'race', religion, sexual orientation, disability or whether a person is or is perceived to be transgender"

1, Action Against Hate, HMG Jul 2016

2. Summary of **Shared definitions established by the Crown Prosecution Service and the Association of Chief Police Officers** (see Appendix C)

The Lancashire Hate Crime Strategy:

The Hate Crime Strategy links with the wider Safer Lancashire Community Safety Agreement and sets out how we will work together to address the Hate Crime priorities for Lancashire. The Lancashire Public Service Board brings together representatives from the responsible authorities to set the strategic direction and coordinate partnership activity to tackle crime and disorder and owns the Strategy. The Hate Crime Strategy is managed and implemented by the Strategic Hate Crime and Cohesion Group via annual delivery plans.

Our Approach:

Lancashire benefits from a strong multi-agency commitment to tackling and preventing hate crime in all its forms. Across all the partners there is real sense of energy and commitment to ensuring victims are protected and that perpetrators are brought to justice and encouraged to address their offending behaviour.

The Lancashire Strategic Hate Crime and Cohesion Group brings together a range of partners from the public and voluntary sectors. These include: Lancashire County Council, The Police and Crime Commissioner for Lancashire, District and Unitary Councils in Lancashire, Lancashire Constabulary, the Crown Prosecution Service, UCLan and a range of voluntary, community and faith sector organisations with an involvement in hate crime and cohesion issues across Lancashire.

The Group is overseen by Lancashire Public Service Board in their role as the Safer Lancashire Community Safety Partnership in addition to reporting within its individual member organisations.

The Lancashire Strategic Hate Crime and Cohesion Group is committed to this three year Hate Crime Strategy and developing an annual Delivery Plan to meet the strategic objectives below.

The Context:

Each of the public sector organisations represented on the Lancashire Strategic Hate Crime and Cohesion Group has responsibilities under the Public Sector Equality Duty's general aims, which include reference to hate crime.

The Counter Terrorism and Security Act 2015, S 26 - Prevent Duty, has placed additional responsibilities on local authorities, the police, universities and other public sector organisations, which, can also have implications for their tackling of hate crime and hate incidents under the government definition of extremism that includes the vocal or active opposition to *British Values*.

The National College of Policing published the National Policing Hate Crime Strategy in May 2014. The Strategy references a wide variety of important national reports highlighting again the under reporting and lack of confidence to report but specifically the significant effect that hate crime can have upon victims.

In October 2015, the Lancashire Strategic Hate Crime and Cohesion Group held an evaluation event to identify what might be done to improve the effectiveness of all agencies' responses to hate crime in Lancashire. Feedback evaluated by a team from the University of Central Lancashire indicated that the position in Lancashire reflects the national context.

In 2012, the Government published its strategy to tackle Hate Crime: "Challenge It, Report it, Stop it!" The update published in 2014 highlights that victims are still reluctant to report incidents and the importance of continuing to work with partners including the voluntary sector to ensure that victims feel confident to come forward. Understanding the different forms of hate crime and tailoring the response to the victims are highlighted.

The Casey Review into opportunity and integration in some of our most isolated communities during 2015/6 was published in December 2016.

The Casey review looked at issues including:

- social integration and opportunity
- segregation, social exclusion and economic disadvantage

- community cohesion
- racism, anti-Semitism and Islamophobia
- seeing how we could prevent extremism and hate wherever it occurs
- 'bringing the country together as One Nation'

All of the above are key to or strategic aim of reducing Hate Crime and are considered within the Lancashire Hate Crime Strategy.

In July 2016, the Home Office published "Action Against Hate", the government plan for tackling hate crime. This is designed to build upon "Challenge It, Report it, Stop it!" as was the previous Safer Lancashire strategy. Again, the Lancashire strategy is a development of the national strategy but set in a local context in which our communities are changing and diversifying to include, amongst others, refugees and asylum seekers from Middle East conflict zones. To this we must add the context of recent terrorist attacks in both London and Manchester. Community cohesion is key to the PREVENT strategy and tackling hate crime effectively is key to community cohesion.

This strategy is inclusive of all strands of hate crime encompassed and defined by the legislative framework: Race, Religion, Sexual Orientation, Disability and Trans. It is intended to complement and support other related local strategies such as Prevent, organisational equality, cohesion and integration strategies/plans and safeguarding strategies. There are clear links between all of these and the quality of life and health and wellbeing of the people of Lancashire. Our clear focus will be on prevention. Addressing Hate Crime in all its forms is key to a safe cohesive society for all residents of Lancashire.

Our overarching aim is to make the people of Lancashire safer by the elimination of Hate Crimes and Incidents.

We will do this by:

- Preventing hate crime by addressing the beliefs and attitudes that can lead to hate crime. It is important to prevent hate crime happening in the first place and we will challenge those attitudes in Lancashire.
- Responding to hate crime in our communities with the aim of reducing the number of hate crimes and incidents. We will focus on those settings that have been identified as high-risk environments for hate crime, including public transport and the night-time economy.
- Increasing the reporting of hate crime. We will continue to work to make it easier for victims and witnesses to report incidents of hate crime including working with the public to understand barriers to reporting and through increasing capacity and use of third party reporting centres. To give victims the confidence that their complaints will be taken seriously we will publicise successes in prosecuting hate crime.
- Improving support for the victims of hate crime. Research has shown that hate crimes cause victims greater distress than similar crimes without the same motivation. We will work to ensure victims are provided with timely and effective support both at the time of reporting their crime and through the criminal justice system supported by the Lancashire Victims Service, commissioned via the Office of the Police and Crime Commissioner.
- Building our understanding of hate crime. In order to tackle hate crime, we need to understand the scale and nature of the problem. We will work with academics and other experts to improve our analysis and understanding of hate crime and how the drivers can be addressed.

The Lancashire Strategic Hate Crime and Cohesion Group will achieve these objectives via the Annual Lancashire Hate Crime Delivery Plan, which will be updated on an on-going basis.



The Lancashire
Hate Crime
Annual Delivery Plan
2017-18

1. Continued Development of the Hate Crime Plan			
Action	Timescale	Outcome	Lead and Members
Complete Approval of Hate Crime Strategy	Oct 2017	Strategy is approved by Lancashire Public Service Board and internal groups of constituent organisations	Ian Mills, Andrew Procter, Saeed Sidat & Jeanette Binns, Pam Smith
Launch, Press Release and Publicity for Strategy	Oct 2017	Media and information shared with those who attended event	LCC, Lancon, OPCC Comms team

2. Preventing Hate Crime			
Action	Timescale	Outcome	Lead and Members
Education 1. Develop work on "bullying" within education settings 2. Review current training, actions in schools and colleges	On-going	Assess current "messages" in training in education settings to ensure it reflects key messages. Assess current "messages" in training in education settings to ensure it reflects key messages	Saeed Sidat, UCLan VCFS reps Saeed Sidat, UCLan
Effective use of targeted elected Members, etc. as Champions	On-going	Identified council representatives at local level willing to promote the anti-hate crime message and be associated with activities	Saeed Sidat, Stephen Brookes, All
Asian Women's Hate Crime Awareness Event	Oct 2017	Improvement in responses to hate crime in Lancashire	Lancon LCM LCC

3. <u>Responding to Hate Crime in our Communities</u>			
Action	Timescale	Outcome	Lead and Members
Develop plan to use of Social Media to promote work and actions	On-going but focus on Hate Crime Awareness Week, Learning Disability Week, etc.	Increases awareness of activity amongst protected groups and wider public. Range of media, simple language, range of formats	All
Review of Public Transport response to build upon the initial scheme on Blackpool Buses include all forms of public transport: <ul style="list-style-type: none"> • Bus • Taxi • Train etc 	End 2017	Collate information on transport operators and other responses to hate crime – e.g. Safer Travel Unit	All
Taxi Hate Crime Conference	Autumn 2017	Reduce the incidence of hate crime in both the night time economy and the public transport system	Lancon LCM LCC
Identify and develop any areas for Development with Lancashire Constabulary processes.	Summer 2017	Improve police processes to be as effective as possible when responding to hate crime	Lancon
Develop a consistent approach to Hate Crime across Local Authorities	End 2017	Local authorities to have a consistent base line for how Hate Crime is addressed across Lancashire.	All Lancon LCC

4. <u>Increasing the reporting of Hate Crime and Incidents</u>			
Action	Timescale	Outcome	Lead and Members
Review current and develop a consistent approach to reporting in 3rd party reporting centres	Autumn 2017	Increased effectiveness of 3 rd party reporting Ensure all personnel at 3rd party reporting centres are following agreed protocols for a consistency in reporting	Lancon, 3rd party reporting centres
Increase awareness and consequent use of 3rd party reporting centres	Ongoing	Ensure VCFS groups, organisations and public are more aware of where to report other than directly to Police if needed	Lancon, Comms Support, VCFS groups.
Increase understanding of Hate Crime and what to do amongst wider VCFS organisations.	Ongoing	Briefings to raise understanding in other VCFS groups of hate crime, how to identify it in people they work with and what to do about it.	All
Understanding Barriers to Reporting with various hate crime interest groups	Initially Spring 2017 and then On-going.	Identify barriers to reporting and develop methodologies to counter them.	Ian Mills, Amanda Topps. Jeanette Binns, VCFS Partnership Analyst
Deliver Bite Sized Briefings to Schools and Madrassas	On-going	Improve knowledge of how to deal with hate crime and how to report it	Lancon LCC LCM
Develop closer working in partnership with the LSCB (Lancashire Safeguarding Board) around Hate Crime/Incidents	Autumn 2017	To ensure that Hate Crimes/Incidents are encompassed within the safeguarding strategic/operational arrangements	Independent Chair of LSCB (Jane Booth), Saeed Sidat, Ch Insp Ian Mills.

Action	Timescale	Outcome	Lead and Members
Increase reporting of Hate Crimes and Incidents in the following strands: <ul style="list-style-type: none"> • LGBT • Race/Region • Disability 	Through-out 2017	An increase in reporting to reflect accurately the level of crime and incidents.	TBC TBC TBC

5. Improving Support for the victims of Hate Crime

Explaining the Criminal Justice System events	Spring 2018	To improve people's experience of the CJ system we will develop bespoke events for some disability and other groups to build on success of earlier events – e.g. events focussing on Sight Loss or Deaf People's issues with the CJ system	CPS, Police, VCFS groups, Jeanette Binns
Review arrangements/support for victims and witnesses of hate crimes in Lancashire	complete	Assess the current availability of, barriers to use and other elements associated with support for victims and witnesses	OPCC, Lancashire Victim Services
Promotion of successful outcomes.	On-going	To develop a consistent group approach to the publicity of successful outcomes for victims of hate incidents and crimes	All – including Communications Teams
Effective promotion and use of the Lancashire Victim Services (LVS)	On-going	To ensure that full and effective use is made	OPCC and all

		of LVS by victims of Hate Crime	
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6. Building our Understanding of Hate Crime

Action	Timescale	Outcome	Lead and Members
Increase understanding of What is Hate Crime or Hate Incident	Autumn 2017	Range of work in/with various media, groups, organisations.	Lancon lead, All
Analysis of reviews of hate crime work	End 2017	Review of existing research to ensure that all opportunities are identified	Saeed Sidat
Develop work with colleges/universities to increase understanding and strengthen response processes	End 2017	Liaise with local colleges and universities to develop actions	Lancon lead, UCLAN, Stephen Brookes, etc.
Develop the Lancaster University "Clicker Project" in to a viable mobile application for full community use.	2017-8	If proven to be viable the project will enable a much deeper understanding of the level of hate incidents across the whole community	Lancon lead, Lancaster University
Monitoring referrals and outcomes	On-going	SHCCG to be advised on numbers of referrals and where possible outcomes	Lancon lead, Martin Hill, SHCCG
Identify and develop new data sets to complement existing research into hate crime in partnership with the N8 Policing Research Partnership	End 2017	The identification of new data sets to enhance research into hate crime and community tensions for the purpose of developing effective policing strategies.	Lancon Lead N8 PRP

Appendix B:

What is Hate Crime? ³

Existing legislation:

Racially and religiously aggravated offences

These offences are limited to four offence groups - assaults, criminal damage, minor public order and harassment offences.

Incitement offences

These crimes include the stirring up of hatred on the grounds of race, religion or sexual orientation.

In addition to the above, there is a specific offence of Racist Chanting where the Football (Offences) Act 1991 makes it an offence to engage or take part in chanting of an indecent or racist nature at a designated football match

Enhanced sentencing legislation

Sections 145 and 146 of the Criminal Justice Act 2003 provide for enhanced sentencing provisions. Section 145 requires the courts to consider racial or religious hostility as an aggravating factor when deciding on the sentence for any offence (which has not been identified as a racially or religiously aggravated offence as outlined above). Section 146 has the same effect for sexual orientation, disability or transgender.

In cases where the prosecution is able to prove that the offender was motivated by hostility towards a person's (actual or perceived) race, religion, sexual orientation, disability or transgender identity the court must treat that fact as an aggravating factor.

3. Action Against Hate, HMG Jul 2016

Appendix C:

The College of Policing's *Hate Crime Operational Guidance*:

Shared definitions established by the Crown Prosecution Service and the Association of Chief Police Officers.⁴

Title	Definition	Included subjects
Hate motivation	Hate crimes and incidents are taken to mean any crime or incident where the perpetrator's hostility or prejudice against an identifiable group of people is a factor in determining who is victimised.	This is a broad and inclusive definition. A victim does not have to be a member of the group. In fact, anyone could be a victim of a hate crime.
Hate incident	<p>Any non-crime incident which is perceived, by the victim or any other person, to be motivated by a hostility or prejudice based on a person's race or perceived race,</p> <p>or</p> <p>Any non-crime incident which is perceived, by the victim or any other person, to be motivated by a hostility or prejudice based on a person's religion or perceived religion,</p> <p>or</p> <p>Any non-crime incident which is perceived, by the victim or any other person, to be motivated by a hostility or prejudice based on a person's sexual orientation or perceived sexual orientation,</p> <p>or</p> <p>Any non-crime incident which is perceived, by the victim or any other person, to be motivated by a hostility or prejudice based on a person's disability or perceived disability,</p> <p>or</p> <p>Any non-crime incident which is perceived, by the victim or any other person, to be motivated by a hostility or prejudice against a person who is transgender or perceived</p>	<p>Any racial group or ethnic background or national origin, including countries within the UK, and Gypsy and Traveller groups.</p> <p>Any religious group, including those who have no faith.</p> <p>Any person's sexual orientation.</p> <p>Any disability including physical disability, learning disability and mental health.</p> <p>People who are transsexual, transgender, transvestite and those who hold a gender recognition certificate under the Gender Recognition Act</p>

4. Hate Crime Operational Guidance © College of Policing 2014

<p>Hate crimes</p>	<p>A hate crime is any criminal offence which is perceived, by the victim or any other person, to be motivated by a hostility or prejudice based on a person's race or perceived race,</p> <p>or</p> <p>Any criminal offence which is perceived, by the victim or any other person, to be motivated by a hostility or prejudice based on a person's religion or perceived religion,</p> <p>or</p> <p>Any criminal offence which is perceived, by the victim or any other person, to be motivated by a hostility or prejudice based on a person's sexual orientation or perceived sexual orientation,</p> <p>or</p> <p>Any criminal offence which is perceived, by the victim or any other person, to be motivated by a hostility or prejudice based on a person's disability or perceived disability,</p> <p>or</p> <p>Any criminal offence which is perceived, by the victim or any other person, to be motivated by a hostility or prejudice against a person who is transgender or perceived to be transgender.</p>	<p>Any racial group or ethnic background or national origin, including countries within the UK, and Gypsy and Traveller groups.</p> <p>Any religious group, including those who have no faith.</p> <p>Any person's sexual orientation.</p> <p>Any disability, including physical disability, learning disability and mental health.</p> <p>People who are, or perceived to be, transsexual, transgender, transvestite and those who hold a gender recognition certificate under the Gender Recognition Act 2004.</p>
<p>Hate Crime Prosecution</p>	<p>A hate crime prosecution is any hate crime that has been charged in the aggravated form or where the prosecutor has assessed that there is sufficient evidence of the hostility element to be put before the court when the offender is sentenced.</p>	

Appendix D:

Organisations represented on the Lancashire Strategic Hate Crime and Cohesion Group

Blackburn with Darwen Council	Lancashire Constabulary
Blackpool Council	Lancashire Forum of Faiths
Burnley Borough Council	Lancashire LGBT
Chorley Council	Lancaster City Council
Crown Prosecution Service	Pendle Borough Council
Disability Equality North West	The Police and Crime Commissioner for Lancashire
Disability Hate Crime Network	Preston City Council
Fylde Borough Council	Preston & Western Lancashire REDC
Hyndburn Borough Council	Ribble Valley Borough Council
Lancashire Adult Safeguarding Board	Rossendale Borough Council
Lancashire BME Network	South Ribble Borough Council
Lancashire Children's Safeguarding Board	University of Central Lancashire
Lancashire Council of Mosques	Victims' Voice
Lancashire County Council	West Lancashire Borough Council
	Wyre Council

Appendix E:

A Bibliography of related and connected strategies and plans:

- The Safer Lancashire Community Safety Agreement
- Equality, Cohesion and Integration Strategy: Lancashire County Council
- The Police and Crime Plan 2017-2020: The Police and Crime Commissioner
- Lancashire Constabulary Hate Crime Action Plan
- Action Against Hate: UK Government Hate Crime Plan 2016
- Hate Crime Operational Guidance 2014: College of Policing
- National Policing Hate Crime Strategy 2014: College of Policing
- Counter Terrorism and Security Act 2015: HMG
- Prevent Strategy: HMG 2011
- Prevent Strategy 2016-18: LCC
- The Casey Review: HMG Dec 2016
- Crime and Religion in Lancashire: Paul Iganski and Spiridoula Lagou Sept 2014
- IHRA working definition of anti-Semitism: adopted by HMG Dec 2016